2012 CENTER FOR ARMY LEADERSHIP ANNUAL SURVEY OF ARMY LEADERSHIP (CASAL): ARMY CIVILIAN LEADERS

TECHNICAL REPORT 2013-2

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A separate report from the Center for Army Leadership, 2013-1 provides findings from this survey on Army uniformed leaders.

14. ABSTRACT CASAL is an annual survey sponsored by the Combined Arms Center to assess the quality of Army leadership and leader development. 2012 findings are based on responses from Army civilian leaders. The report provides findings for over 200 survey questions. Civilian strengths in leader attributes and competencies are reported. Army civilian leaders are strong in getting results, understanding complex situations, and making good resource decisions. Civilian leaders, like uniformed leaders, can improve in the actions related to developing subordinates. Work experience is favored as the leader practice that has the largest impact on civilian leader development. Most graduates of a Civilian Education System course (80%) felt that the course met their expectations, while around 50% felt that the course challenged them, improved their leadership, or helped them develop their subordinates. Also less than half felt that their last performance counseling was useful in setting goals for improvement. Most Army civilian leaders (88%) believe the Army is a profession. Findings are also reported on trust, career satisfaction, and workload stress.

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EXECUTIVE SUMMARY

This report discusses Army civilian findings of the 2012 CASAL, and is meant to serve as a supporting document to the technical report of CASAL main findings (Riley, Hatfield, Paddock, & Fallesen, 2013). The 2012 survey was administered to 28,475 Army civilians, of which 7,277 participated for a response rate of 25.6%. A successive screening approach to identify civilians in leadership positions resulted in a final sample of 976 managers and 1,359 first line supervisors. The sampling error for managers and supervisors for the 2012 CASAL is +/- 2%. Findings for Army civilian leaders are addressed in four key areas:

- Quality of Leadership
- Climate and Situational Factors within the Working Environment
- Quality of Leader Development
- The Army Profession.

Civilian leaders are rated favorably by subordinate supervisors and managers across all leader attributes. The highest rated attributes of civilian leaders are *Confidence and Composure* (80%), *Technical Knowledge* (80%), *the Army Values* (79%), and *Self-Discipline* (79%). The lowest rated attribute for civilian leaders is *Interpersonal tact* (68%). The ratings of leadership competencies are moderate to strong. Civilian leaders are rated strong in behaviors such as getting results (77%), developing a quick understanding of complex situations (76%), preparing self (75%), and making good decisions about resources managed (73%). Areas falling below a threshold of two-thirds favorable responses include creating a climate that supports learning (62%), building effective teams (62%), building trust (63%), and developing subordinates (55%). Other indicators of a leader's role in developing subordinates are similarly low. Fourteen percent of civilian leaders indicate they never or almost never receive counseling. Of those receiving performance counseling, less than half (47%) believe the performance counseling they received was useful in helping them set goals for improvement. Only 46% of civilian leaders are rated effective at creating or identifying opportunities for leader development. From 21% to 33% of civilian leaders indicate their immediate superior does not take time to talk with them about how their work is going, how to improve their duty performance, or what they should do to prepare for future positions.

Many civilian leaders agree their immediate superior demonstrates trust in subordinates' abilities (80%), has the 'know how' to guide subordinates through risk or danger safely (70%), and looks out for subordinate's welfare (68%). Smaller percentages of civilian leaders rate their superior effective in building trust (63%) or agree their superior corrects conditions in the organization that hinder trust (59%). Leaders who effectively engage in trust-building behaviors have a positive impact on subordinate motivation, work quality, commitment, morale, and well-being.

Sixty-three percent of civilian leaders agree that members of their unit or organization trust one another. Factors that build trust among organization members include establishing positive working or personal relationships and open lines of communication between leaders and followers. Positive relationships are demonstrated by leaders who support team members, demonstrate character, empower others, and hold others accountable. Distrust exists where these factors are lacking in organizations (especially effective communication), and where leaders demonstrate favoritism, a lack of character, or lack of competence.

Career satisfaction is favorable for most civilian leaders (79%). Civilian leaders show strong commitment to their team or immediate work group because of a sense of personal loyalty (97%) and feel their contributions directly impact the success of their unit or organization's mission (96%). However, far fewer feel informed of decisions that affect their work responsibilities (66%). Civilian leader morale, career satisfaction, and perceived reciprocal commitment from the Army are positively related to the effectiveness of their immediate superiors as leaders.

One-third of civilian leaders (33%) perceive stress from high workload as a *serious problem* in their current organization. More than half of civilian leaders (57%) perceive stress from high workload as a *moderate problem*, while 9% report stress is not a problem. Of the 90% of civilian leaders who report stress from workload, a third view it as having a large or great negative impact on leader well-being . Fewer view it having a negative impact on motivation (18%) and work quality (12%). Over the last four years, 2012 had the highest percentage of civilian leaders (60%) who agree that seeking help for stress-related problems is accepted and encouraged in their organization.

In the area of leader development quality, day-to-day work experience continues to be the most favored leader development practice, followed by self development and institutional education. Opportunities to lead others (69%), on-the-job training (65%), and learning from peers (56%) are rated as having the largest positive impact on civilian leader development. Developmental counseling (25%), 360-degree assessment feedback (25%), and Army-provided

distributed learning courses (26%) are rated as having a large impact on development by smaller percentages of civilian leaders.

Fifty-nine percent of the surveyed managers or supervisors completed one of the Civilian Education System (CES) courses in the last three years. The most frequent was the Supervisor Development Course (SDC) which became required as a mandatory refresher course in October 2011 (ALARACT 375/2011). Eleven percent completed a CES basic, intermediate or advanced course in the last three years. Of civilian leaders who completed a CES course at some point in their career, 61% rate Army institutional courses as effective or very effective in preparing them to assume new levels of leadership or responsibility. Many graduates of CES courses rate the quality of the education they received as good or very good (69%), and most report their CES course met or exceeded their expectations (80%). However, only about half of civilian leaders (56%) agree that instruction from institutional education has provided a foundation that helps them get more learning out of everyday experiences.

Ratings of individual CES courses are moderately favorable. Overall, two-thirds of recent CES course graduates agree the most recent course they attended was relevant to their current job (68%) and agree course instruction was focused on ensuring students could apply what was taught (65%). Only about half of recent graduates rate the course effective at challenging them to perform at a higher level (51%), in improving their leadership capabilities (50%), and in preparing them to develop the leadership skills of subordinates (50%).

As for supporting leader development programs for Army civilians, 77% found MSAF effective or very effective for improving self awareness and development. Sixteen percent of civilian leaders report having been assessed through the Army MSAF program while 25% indicate they provided assessments for another leader(s). The usage of career maps increased from 18% in 2011 to 27% in 2012 with only 37% who rate them effective in helping to plan career development. Usage of the Army Career Tracker (ACT) also increased among civilian leaders from 9% in 2011 to 33% in 2012 with about half of its users rating it an effective or very effective source of information for career development.

A large majority of civilian leaders (88%) agree the Army is a profession and 82% agree that it is important to them that the Army is referred to as a profession. Awareness of the Army Profession Campaign is still growing, as two out of three civilian leaders (67%) indicate they were unaware of the initiative. Usage of Army Profession training materials available from the Center for the Army Profession and Ethic (CAPE) is also growing among civilian leaders with 7% having used the training. A majority (79%) of those who had used the training report these products were effective in helping to achieve training objectives.

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Introduction

This report discusses Army civilian findings of the 2012 CASAL, and is meant to serve as a supporting document to the technical report of CASAL main findings (Riley, Hatfield, Paddock, & Fallesen, 2013). In 2005, the Annual Survey of Army Leadership (CASAL) was established by the Center for Army Leadership (CAL), Combined Arms Center (CAC) to assess and track trends of leader perceptions on leader development, the quality of leadership, and the contribution of leadership to mission accomplishment. Since fall 2009, survey administration has also included Department of the Army civilians. For the 2009 CASAL, over 26,000 Army civilians were surveyed, of which 9,414 participated for a response rate of 36%. For the 2010 CASAL, 18,000 Army civilian leaders were surveyed, of which 5,882 participated for a response rate of 33%. For the 2011 survey, 9,621 Army civilian leaders were surveyed, of which 3,602 participated for a response rate of 37%. The 2012 survey was administered to 28,475 Army civilians, of which 7,277 participated for a response rate of 25.6%. Findings for Army civilian leaders are addressed in four key areas:
- Quality of Leadership
- Climate and Situational Factors within the Working Environment
- Quality of Leader Development
- The Army Profession.

Demographics

The sample of Army civilian leaders that responded to the CASAL closely represents the Army Civilian workforce with regard to gender and ethnic origin. The reported education level of survey respondents exceeded the levels of the DoD workforce, with 34% holding bachelor degrees (compared to 24% of population) and 42% holding graduate or professional degrees (compared to 12% of population).

Forty-two percent of civilian leaders (43% of Managers; 42% of First Line Supervisors) previously served in the military. The average tenure of civilians in their current organization was 142 months; average time in current position was 59 months; average time in current grade or pay level was 63 months; and average time reporting to current leader or supervisor was 33 months.

Further, there were two points at the beginning of the survey that required participants to indicate whether or not they were a member of a union and/or a collective bargaining unit. Findings for participants who indicated union membership are not included in these analyses or the discussion because the Federal Service Labor-Management Relations Statute excludes supervisors from being included in a Federal sector bargaining unit.

Determination of Supervisory Status

The 2012 CASAL sampling plan targeted Army civilians that were expected to be in leadership or supervisory positions. A random sample of participants was drawn from a current database of Army civilians in grades GS-7 to GS-15. This method differed from previous CASAL sampling of Army civilian leaders, which targeted civilian supervisors (as opposed to all employees) based on available demographic data.

Analysis of CASAL data relied on a combination of current self-reported data (i.e., position, GS level, supervisory responsibilities) when determining civilian cohort group membership. Similar to previous years, a multi-step process that examined consistency of responses on survey items was used.

A civilian leader is defined as an Army civilian who holds direct supervisory responsibility for other Army civilians and/or uniformed personnel. For the purposes of this research, civilian leaders are classified into one of two groups: managers or first line supervisors. To be included in one of the supervisory cohorts, civilian respondents had to respond "yes" that they directly supervised subordinates (either civilian or uniformed personnel) and provide the number (greater than zero) of direct reports they supervised. Respondents who also indicated their direct report subordinates were supervisors themselves were classified as managers or senior supervisors, while those who indicated their subordinates were not supervisors were classified as first line supervisors or leaders. As a final determining factor, an item on the survey asked respondents to select a response that best represented their current position. These responses included short definitions of supervisory responsibilities, and were used to classify any remaining respondents not yet classified due to missing data for the other items. The result of this successive screening approach defined a cohort of civilian leaders for whom data were included in the analyses discussed in this report.
- Managers – supervise direct reports who are also supervisors (N = 976)
- First line supervisors – supervise employees that are non-supervisors (N = 1,359)

The sampling error for the number of leaders in the current year is +/- 2%.

<u>Organization of Findings</u>

Findings on the quality of leadership, climate and situational factors within the working environment, civilian leader development, and the Army profession include consideration of Army civilian leader respondents, a cohort determined in the data through the screening method described above. For ease of interpretation, item findings are generally presented as percentages of favorable, neutral, and unfavorable ratings[1]. Where appropriate, trend comparisons are made to CASAL findings from past years (Riley, Conrad, & Fallesen, 2012; Riley, Keller-Glaze, & Steele, 2011; Riley & Steele, 2010). Comparisons to CASAL results pertaining to attitudes, opinions and ratings of active duty uniformed leaders are made when useful or for confirmation (Riley, Hatfield, Paddock, & Fallesen, 2013). Statistically significant differences between these groups, where relevant, are referenced in footnotes throughout this report. Finally, results of secondary data sources (e.g., Army civilian surveys) are also included where applicable for comparison.

1. Quality of Leadership

The quality of leadership among Army civilian leaders continues to be moderate to strong. Most Army civilian leaders view their superiors, peers and subordinates as effective leaders (see Figure 1). However, there are notable differences in the percentage of effective ratings between managers and first line supervisors. These ratings reflect how civilians view the leadership quality of those around them.
- Three-fourths of managers (75%) rate their superiors as effective leaders, compared to less than two-thirds (64%) of first line supervisors.
- Both managers and first line supervisors generally view their peers as effective leaders (79% and 70%, respectively).
- 88% of managers rate their subordinates as effective leaders, compared to 73% of first line supervisors. This disparity in percentage of effective ratings is a pattern consistent with past CASAL results, and is not unexpected, as first line supervisors oversee non-supervisory subordinate employees whom are less likely to hold leadership responsibility.

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[1] Due to rounding of percentages for the three response options, percentage values for items may not always total 100%

Figure 1. Ratings for Civilian Leader Quality for Superiors, Peers, and Subordinates.
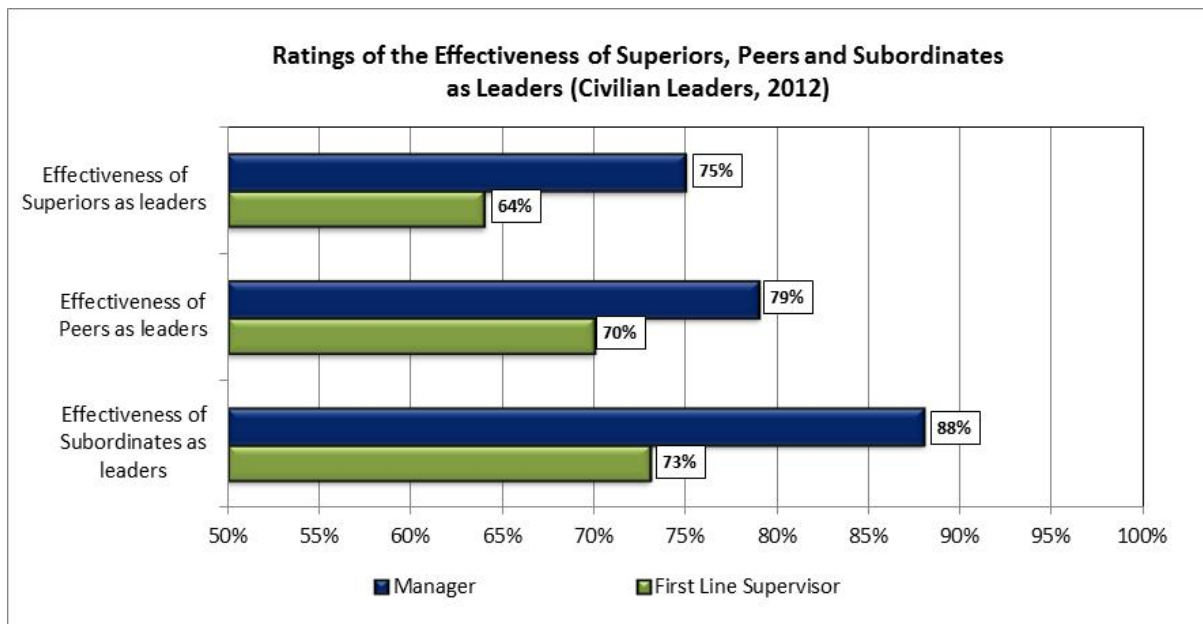
Past CASAL findings have shown that on average, civilian leaders view about 57% of the leaders in their unit or organization as effective leaders. In 2012, a new method was used to capture perceptions of leader quality whereby CASAL participants were presented with a five category continuum of operationalized terms with the descriptions shown in Table 1. Participants were asked to classify the percentage of leaders in their unit or organization that fit into each category. Leaders were instructed that they did not have to use all five categories, but the sum of their percentage allocations must equal 100%.

Table 1. Categories and Descriptions of Leadership Performance Levels.

Exceptional leaders	Demonstrate excellence in leadership
High-performing leaders	Demonstrate very effective leadership; generally exceed basic expectations
Proficient leaders	Demonstrate sound leadership; generally meet basic expectations
Low-performing leaders	Have potential for improvement; strive toward basic expectations, but are still learning
Non-performing leaders	Have questionable potential for improvement; failing to meet most basic expectations

Results show that perceptions of leadership quality are generally favorable[2], though estimates vary across the five categories (see Figure 2). Civilian leader averages for each category show that 17% of leaders within participants' frame of reference are classified as 'Exceptional,' 23% are classified as 'High-performing,' 31% are classified as 'Proficient,' 16% are classified as 'Low-performing,' and 13% are classified as 'Non-performing.' Importantly, the civilian leader ratings for the quality of leadership generally fit a normal distribution, as they view a smaller percentage of leaders falling into either the high or low end of the performance continuum, with larger percentages in the middle (i.e., Proficient). An important takeaway from the results presented in Figure 2 is the shape of the distribution, which represents, on average, how civilian leaders view the current quality of leadership in their organization.

These findings are positive and suggest that most civilian leaders perceive the leaders they work with to be meeting and exceeding leadership expectations. On average, there is a relatively large percentage of high performing, if not exceptional, leaders in the Army. Interestingly, uniformed leader averages for leader quality categorizations mirror the results for civilian leaders (i.e., within 1-2% for each category).

Figure 2. Distribution of Leadership Quality Based on Averaged Classifications.

Average Percentages of Leader Classifications Across Performance Levels (Civilian Leaders, 2012)

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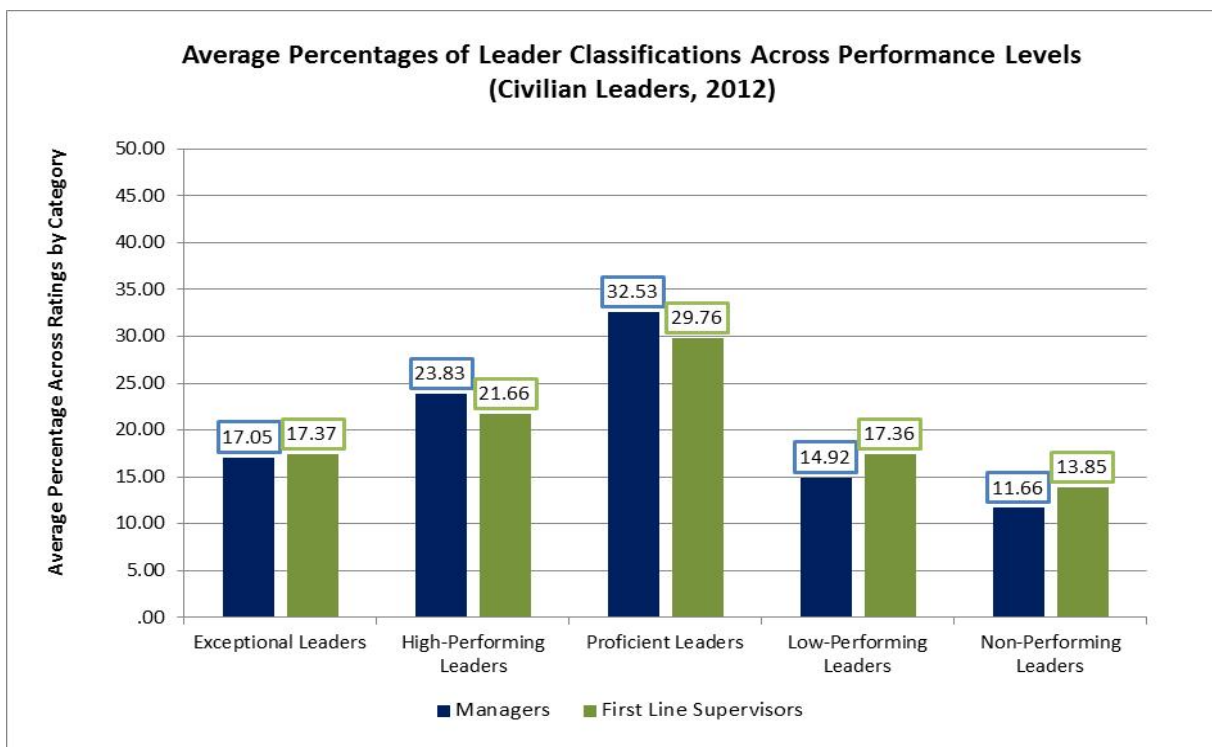
[2] The values reported in Figure 2 represent <u>averages across the percentages</u> given by leaders for each category.

Results of other surveys indicate the quality of civilian leadership is moderate.

- A decade ago, results of the Army Training and Leader Development Panel (ATLDP) Civilian Phase found that 63% of civilian leaders were rated effective at leading employees to do their job well (CAC, 2003).
- In the 2010 Status of the Forces Survey of DoD civilian employees, 56% of Army civilians indicated they were satisfied or very satisfied with leadership at their organization (Human Resources Strategic Assessment Program, Defense Manpower Data Center, 2011).
- More recently, the 2012 Federal Employee Viewpoint Survey (FEVS) (Army civilian results) found that 68% of respondents agreed that overall, their immediate supervisor/team leader was doing a good job, and that 59% agreed that the manager directly above their immediate supervisor was doing a good job. Both percentages reflect stable attitudes since 2006 (United States Office of Personnel Management, 2012).
- Also reported in the 2012 FEVS was that 57% of Army civilians indicated they had a high level of respect for their organization's senior leaders (which has ranged from 56% to 60% agreement since 2006).

1.1 Leadership Requirements Model

Since 2009, CASAL has assessed and tracked trends on Army civilian leader effectiveness in demonstrating the core leader competencies and leader attributes as presented in the Army Leadership Requirements Model (ADP 6-22). CASAL findings indicate most Army civilian leaders (69%) report directly to an Army civilian (30% report to a uniformed leader). The sections that follow present findings on civilian leader effectiveness in demonstrating the core leader competencies and attributes. Comparisons to ratings of uniformed leader effectiveness on the competencies and attributes are made where applicable.

<u>Core Leader Competencies</u>

Between 55% and 77% of civilian leaders rate their civilian immediate superior as effective or very effective on the ten Army core leader competencies. *Gets Results* (77%) and *Prepares Self* (75%) are the competencies in which civilian leaders are rated effective by the largest percentage of subordinates. This represents a trend, as these two competencies consistently surface as strengths for both civilian and uniformed leaders.

Army civilian leader effectiveness in demonstrating the ten core leader competencies (as rated by their immediate subordinates) is presented in Figure 3. A rule of thumb commonly used in interpretation of survey data is the 2/3 favorability threshold (i.e., two-thirds or more of respondents rating an item favorably is deemed success in that area). Ratings of effectiveness for civilian leaders hover around this threshold for several competencies, but notably, civilian leaders fall short on the competencies *Creates a Positive Environment*, *Leads by Example*, *Builds Trust*, and *Develops Others*. The lower relative rating for the competency *Develops Others* represents a consistent trend, as this is an area for improvement for both civilian and uniformed leaders.

Trend comparisons to previous CASAL results show that civilian leader effectiveness in demonstrating the core leader competencies is generally steady. In 2012, the level of percentage of effective ratings for most competencies remained within 1-2% of the results observed in 2011, with the exception of the competencies *Extending Influence Outside the Chain of Command* and *Prepares Self*, both of which increased 4%. The percentage of effective ratings for *Develops Others* showed a 3% increase from 2011 to 2012 to the same percentage observed in 2010 (55%). Figure 4 displays CASAL findings on civilian leader effectiveness in demonstrating the competencies from 2009 to 2012.

Figure 3. Army Civilian Leader Effectiveness on the Core Leader Competencies.
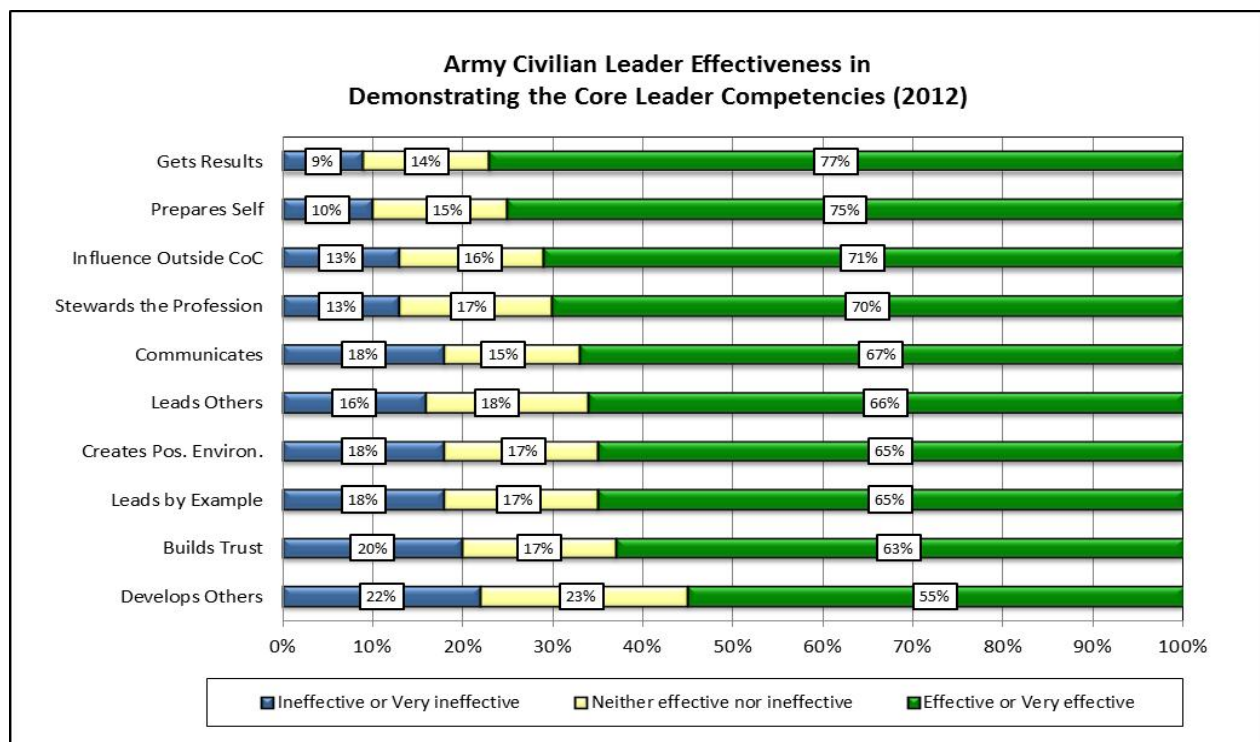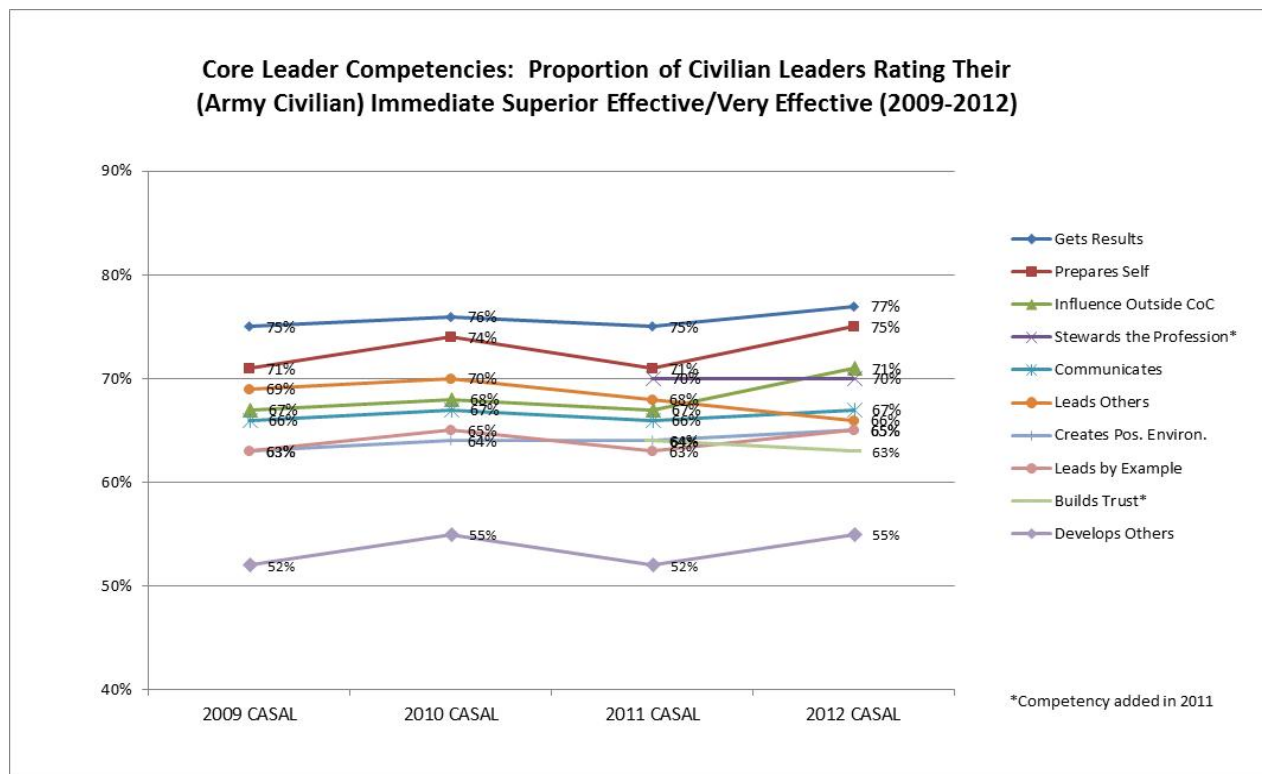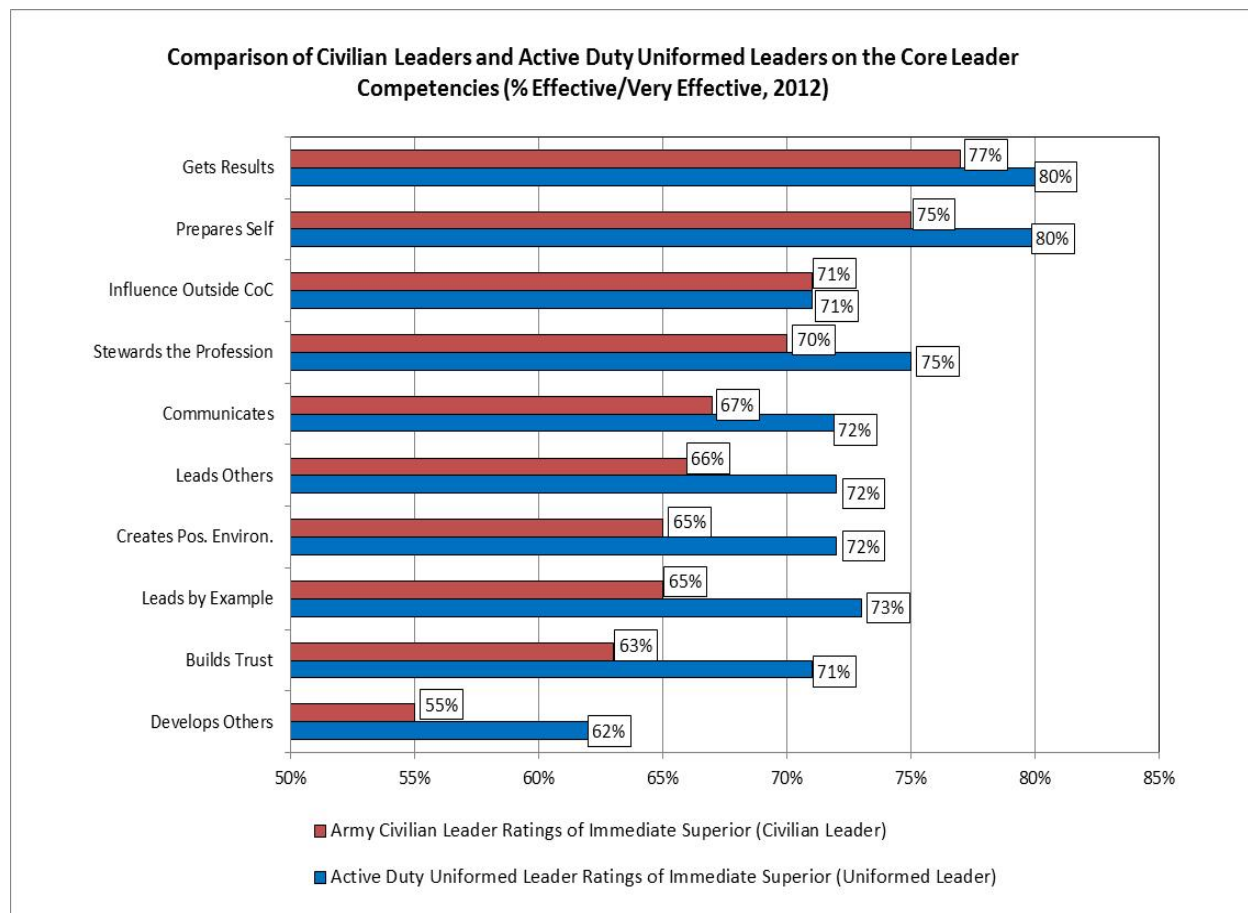
Figure 4. Comparison of Army Civilian Leader Effectiveness in demonstrating the Core Leader Competencies from 2009 to 2012.

As presented in Figure 5, the relative rank ordering of competencies from most to least favorable is generally consistent between ratings for Army civilian leaders (by their civilian subordinate leaders; n=1,437) and active duty uniformed leaders (by their uniformed subordinate leaders; n=8,270). CASAL data show fewer instances of civilian leaders reporting directly to uniformed leaders (n=630) or vice versa (n=480). As observed in past years, uniformed leaders show greater favorability on the competencies when compared to civilian leaders. However, there are two notable differences in the ordering of competencies between these cohorts. First, *Extending Influence beyond the Chain of Command* is the third most favorably rated competency for civilian leaders, whereas it appears closer to the bottom of the order for uniformed leaders. This level of favorable ratings for civilian leaders for *Extending Influence* had not been previously observed by CASAL, though notably the results of several competencies are very close (within 1-3%). Second, *Leads by Example* is relatively lower in the list of competencies for civilian leaders but higher for uniformed leaders. While the core leader competencies are important across cohorts and levels of leadership, the demand and application for an individual competency will differ across situations.

Figure 5. Comparison of Army Civilian and Active Duty Uniformed Leaders on the Core Leader Competencies (% Effective/Very Effective, 2012).

Comparison of Civilian Leaders and Active Duty Uniformed Leaders on the Core Leader Competencies (% Effective/Very Effective, 2012)

Competency	Army Civilian Leader Ratings	Active Duty Uniformed Leader Ratings
Gets Results	77%	80%
Prepares Self	75%	80%
Influence Outside CoC	71%	71%
Stewards the Profession	70%	75%
Communicates	67%	72%
Leads Others	66%	72%
Creates Pos. Environ.	65%	72%
Leads by Example	65%	73%
Builds Trust	63%	71%
Develops Others	55%	62%

■ Army Civilian Leader Ratings of Immediate Superior (Civilian Leader)
■ Active Duty Uniformed Leader Ratings of Immediate Superior (Uniformed Leader)
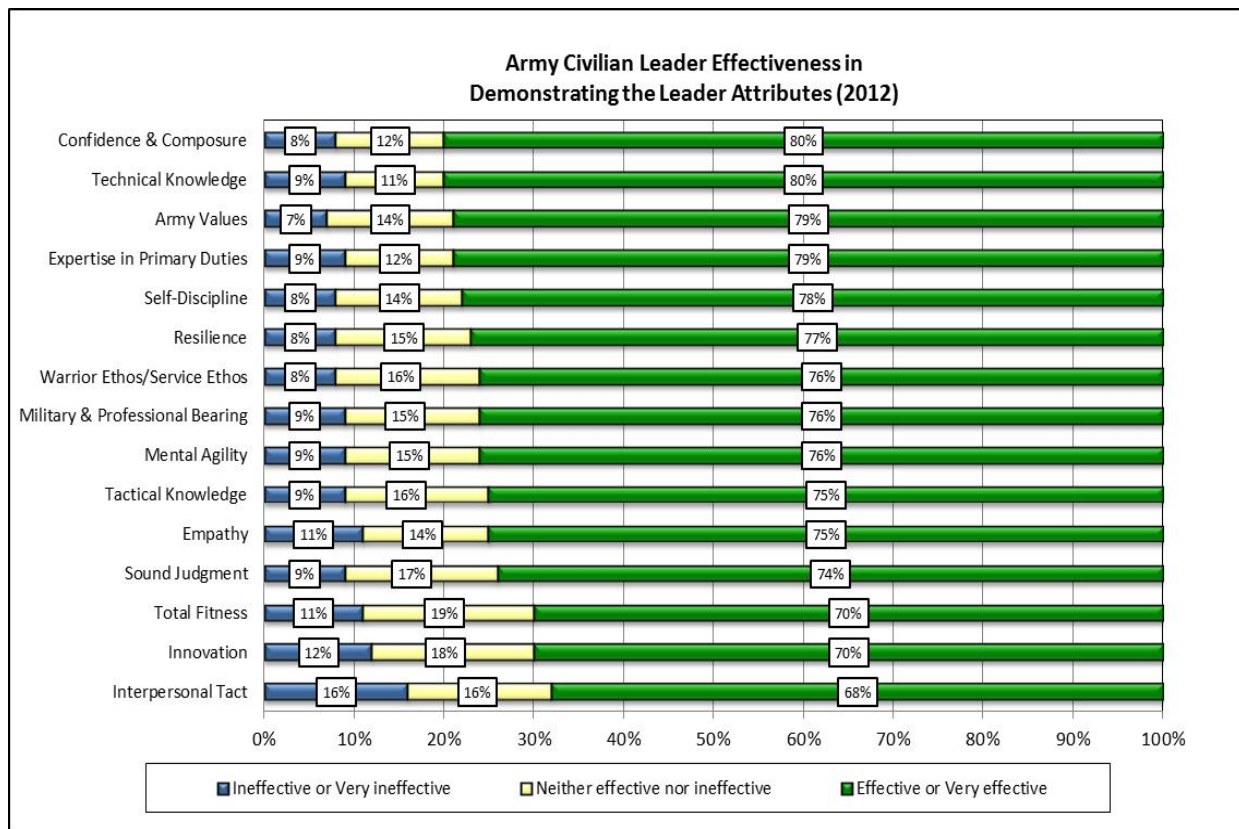
Leader Attributes

Between 68% and 80% of civilian leaders are rated favorably by their direct civilian subordinates in demonstrating the leader attributes (see Figure 6). In most cases, these results show no change or slight increases when compared to past years (see Figure 7)[3]. The attributes in which the largest percentage of civilian leaders rate their Army civilian immediate superior effective or very effective are in demonstrating *Confidence & Composure* (80%), *Technical Knowledge* (80%), the *Army Values* (79%), and *Expertise in Primary Duties* (79%).

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[3] Civilian ratings for the attribute 'Resilience' show the largest increase between 2010 and 2012 (+5%) though the wording for this item changed slightly in the 2012 CASAL to focus on 'recovery from setbacks, adversity and stress.' The previous item wording (2010-2011) focused on 'mental toughness to endure extreme stress when faced with adversity.' The change in wording may have in impact on how the item was interpreted by respondents.

Figure 6. Army Civilian Leader Effectiveness on the Leader Attributes.

Interpersonal Tact (68%), or interaction with others, is an attribute that has consistently received the lowest percentage of effective ratings for civilian leaders (and uniformed leaders as well). Additionally, smaller percentages of civilian leaders are rated effective in demonstrating *Innovation* (70%) and *Total Fitness* (70%)[4], though favorable ratings for these attributes still exceed the two-thirds threshold. *Total Fitness* is a new addition to the Leadership Requirements Model and includes the physical, health, psychological, spiritual, behavioral, and social aspects of fitness. This attribute was not assessed by CASAL prior to 2012.

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[4] The percentage of civilian leaders rated effective/very effective at demonstrating Total Fitness (physical, health, psychological, spiritual, behavioral, and social) (70%) is significantly lower than ratings for active duty uniformed leaders (80%).

Figure 7. Comparison of Army Civilian Leader Effectiveness in demonstrating the Leader Attributes from 2009 to 2012.
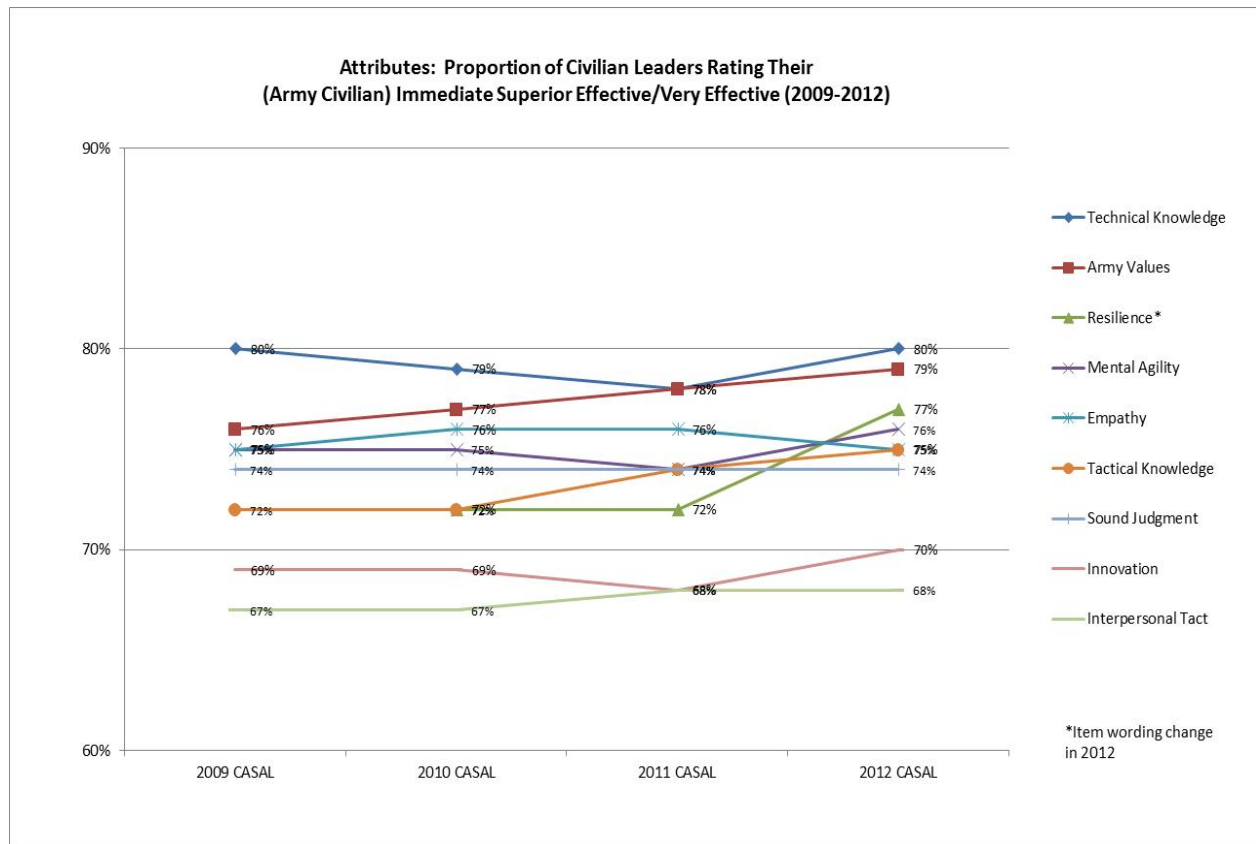
The relative rank ordering of favorable ratings for civilian leaders on the leader attributes generally follows a similar pattern as ratings for uniformed leader (see Figure 8). Notably, both civilian and uniformed leaders are rated favorably in demonstrating all leader attributes; *Confidence & Composure*, *Technical Knowledge*, the *Army Values*, and *Expertise in Primary Duties* represent strengths, while *Interpersonal Tact* and *Innovation* are areas where relatively smaller percentages of leaders are rated effective.

Figure 8. Comparison of Army Civilian and Active Duty Uniformed Leaders on the Leader Attributes (% Effective/Very Effective, 2012).

Comparison of Civilian Leaders and Active Duty Uniformed Leaders on the Leader Attributes (% Effective/Very Effective, 2012)
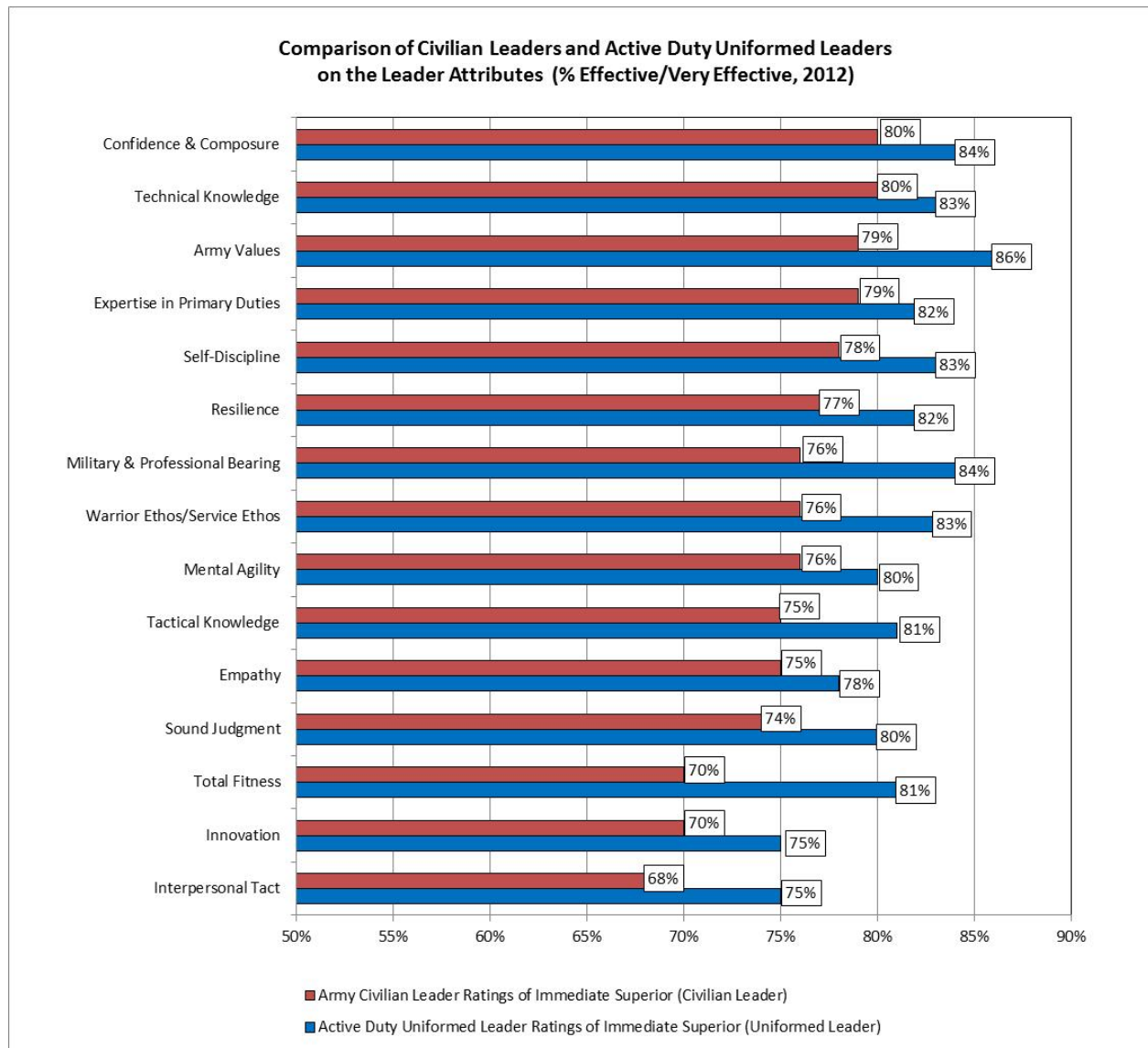
1.2 Characteristics of Effective Leadership

The 2012 CASAL captured other indications of quality leadership within the Army civilian corps. As a broad measure, two-thirds of civilian leaders (67%) agree or strongly agree that their immediate superior is an effective leader. One in six civilian leaders (17%) disagrees their superior is an effective leader. Fifty-nine percent of civilian leaders rate their immediate superior (civilian) as "Best, among the best, or a high performer" compared to others leaders in a similar grade or position; only 17% rate their superior "Worst, among the worst, or a low performer."

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Civilian leaders effectively demonstrate several aspects of positive leadership behavior, as reflected in ratings by their civilian subordinates. Percentages reflect favorable responses (effective or very effective) from the 2012 CASAL (trend data are noted in parentheses, where applicable):

- 76% are rated effective in developing a quick understanding of complex situations (78% in 2009).
- 73% are rated effective in making good decisions about resources used or managed.
- 72% are rated effective in dealing with unfamiliar situations (71% in 2009; 67% in 2010; 71% in 2011).
- 69% are rated effective in encouraging candid respectful discussion (70% in 2011).
- 69% are rated effective at balancing subordinate needs with mission requirements (66% from 2009 to 2011).

Other positive indicators of civilian leadership quality include strong levels of agreement by subordinates that their immediate superior enforces ethical standards (79%) and puts the needs of the organization and mission ahead of self (72%). There is strong disagreement that civilian superiors demonstrate negative leadership behaviors such as blaming others to save himself/herself embarrassment (69% disagree) and berating subordinates for small mistakes (70% disagree). Additionally, 67% of civilian leaders believe their immediate superior has had a positive or very positive effect on subordinate work quality (66% in 2011).

Areas where civilian leaders show room for improvement (i.e., where a 2/3 favorability threshold is not met) include behaviors related to team building, cohesion, and fostering a learning climate.

- 62% of civilian leaders are rated effective at building effective teams (ratings have ranged from 59-63% since 2009). Additionally, 65% of civilian leaders agree their immediate superior promotes good communication among team members (16% disagree).
- 59% of civilian leaders indicate their superior has had a positive or very positive effect on unit or team cohesion[5]. While 21% agree that their superior does little to help his/her team be more cohesive, 61% disagree this is the case.
- 62% of civilian leaders are rated effective at creating a climate that supports learning[6]; 17% are rated ineffective.

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[5] The percentage of civilian leaders rated as having a positive/very positive effect on unit or team cohesion (59%) is significantly lower than ratings for active duty uniformed leaders (69%).

[6] The percentage of civilian leaders rated effective/very effective at creating a climate that supports learning (62%) is significantly lower than ratings for active duty uniformed leaders (72%).

1.3 Strategic-Level Leadership Capabilities

Strategic leadership requires a finely balanced combination of high-level thinking, warfighting expertise, and geopolitical military expertise. Strategic leaders, both military and civilian, are responsible for large organizations and influence several thousand to hundreds of thousands of people. Strategic leaders establish force structure, allocate resources, communicate strategic vision, and prepare their commands and the Army for future roles. Strategic leaders accomplish this by applying all core leader competencies they acquired during their tenure as direct and organizational leaders, while further adapting the competencies to the complex realities of their often uncertain strategic environments (Department of the Army, 2012b).

Based on subordinate ratings, there is strong agreement that senior civilian leaders (GS-15 and SES) are prepared to fulfill the five capabilities presented in Figure 9. More than 76% of leaders (uniformed and civilian) who report directly to a senior civilian (n = 674) rate their immediate superior favorably across several considerations for strategic-level leader requirements, including applying conceptual skills to assess and resolve complex problems, using strategic means of influence, and leading complex organizations. More than three-fourths of Army leaders agree their civilian superior is capable of positively influencing others using little or no formal authority and leading change at Army, national or international levels.

Figure 9. Ratings for Senior Civilian Leader (GS-15 or SES) Preparedness for Strategic-Level Leadership.

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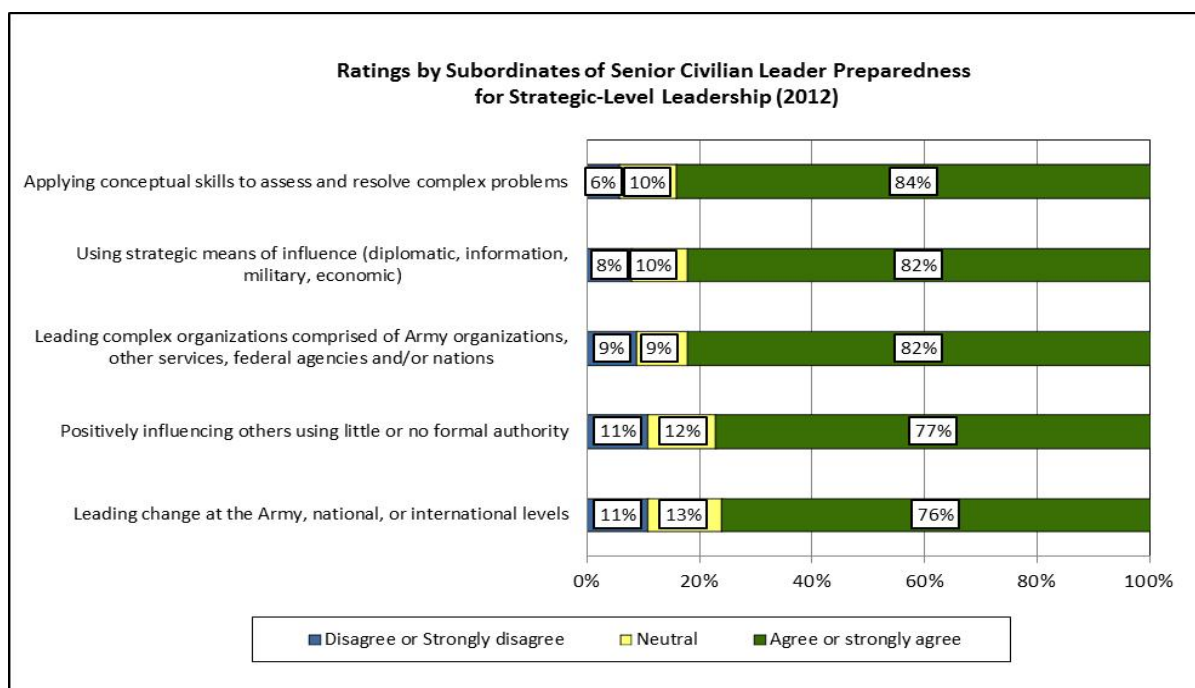
These findings provide a strong indication that subordinates view their superior senior civilian leaders as prepared to fulfill strategic-level leadership requirements. Performance evaluation, developmental counseling, and selection policies obviously need to identify the civilians with the most potential to assume these roles.

Summary on Quality of Leadership

Civilian leaders demonstrate moderate to strong levels of leadership quality. A majority of managers and first line supervisors view the superiors, peers and subordinates with whom they work as effective leaders. Leader quality is further evidenced through favorable ratings by subordinates in their superiors' demonstration of the core leader competencies, the leader attributes, and various other positive behaviors that reflect effective leadership. Civilian leader strengths include *Gets Results*, *Prepares Self*, *Stewards the Profession* and nearly all the leader attributes. *Develops Others* (55% effective) continues to be the area most in need of attention. Other areas where civilian leaders show room for improvement (i.e., fall short of a two-thirds favorability threshold) include building effective teams (62%), creating a climate that supports learning (62%), *Builds Trust* (63%), promoting good communication among team members (65%), *Leading by Example* (65%), and *Creating a Positive Environment* (65%). Senior civilian leaders show strong indications of preparedness for strategic-level leadership roles.

## 2. Climate and Situational Factors within the Working Environment

2.1 Commitment, Morale and Career Satisfaction

The level of commitment that Army civilian leaders feel toward their teams and work groups continues to be very high. Nearly all civilian leaders (97%) agree or strongly agree they are committed to their team or immediate work group because of a sense of personal loyalty. This reflects a strong and consistent trend observed in CASAL data. However, results show that many civilian leaders do not perceive the Army as demonstrating balanced and reciprocal commitment toward them. Forty-four percent of civilian leaders agree or strongly agree with the statement 'the Army no longer demonstrates that it is committed to me as much as it expects me to be committed,' while only one-third (34%) disagree or strongly disagree.

The level of morale among Army civilian leaders is generally favorable, but continues to show room for improvement. About half of civilian leaders (54% of managers and 48% of first line

supervisors) report high or very high morale[7]. Twenty-nine percent of civilian leaders report their level of morale is neither high nor low; 21% report low or very low morale. Since first assessed by CASAL in 2010, morale levels among civilian leaders have shown no change (see Figure 10) and have remained in close proximity to morale levels reported by active duty uniformed leaders (in 2012, 56% high or very high; 27% neither high nor low; 17% low or very low).

Figure 10. Levels of Civilian Leader Morale from 2010 to 2012.
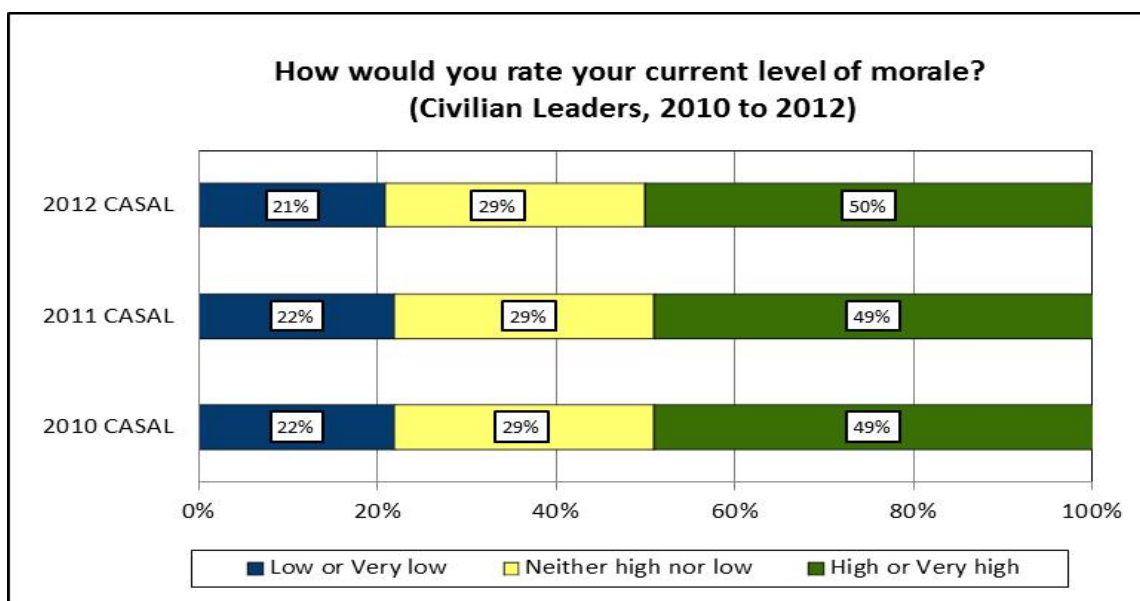
Civilian leaders continue to report strong satisfaction with their Army careers. Four out of five civilian leaders (79%) indicate they are satisfied or very satisfied with their Army careers up to this point. Results from 2012 are favorable but show a slight decline compared to percentages observed from 2009-2011 (86% to 88% satisfied or very satisfied). Notably, in the past four years, no more than 9% of civilian leaders have reported dissatisfaction with their career working for the Army.

Undoubtedly, the recent climate of fiscal uncertainty within the federal government and specifically the Department of Defense has impacted civilian leader morale and perceptions about reciprocal commitment. Budgetary constraints and pay and hiring freezes are situational factors that affect the Army civilian workforce. The current CASAL data were collected in

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[7] Percentages reflect civilian leader morale levels at the time of the 2012 data collection (October/November 2012).

October/November 2012 and thus do not reflect the recent fiscal constraints. Future CASAL surveys will be able to better identify the impact these factors have on civilian attitudes.

Several recent data sources support a need for effective civilian leadership now more than ever, to preserve and improve morale, commitment, and satisfaction in the civilian workforce.

- 2012 CASAL results show that civilian leader agreement that their immediate superior is an effective leader is positively related to current level of morale ($r = .57$, $p < .01$), level of career satisfaction up to this point ($r = .42$, $p < .01$), and positive attitudes about the reciprocal commitment shown by the Army ($r = .31$, $p < .01$).
- The Army civilian results of the 2012 Federal Employee Viewpoint Survey (FEVS) found that only 46% of civilians agreed or strongly agreed that leaders in their organization generate high levels of motivation and commitment in the workforce, a fairly stable statistic (below 50% agreement) over the past six years in both the Army (44% to 49%) and the Department of Defense as a whole (United States Office of Personnel Management, 2012).
- A recent analysis of *Best Places to Work in the Federal Government* data shows that employee satisfaction with leadership in the federal government has been low and is slipping. The study considered a measure of effective leadership based on four elements, including satisfaction with senior leaders (heads of agencies), supervisors, empowerment, and fairness. The Department of the Army ranked 10th out of 19 large agencies. Government-wide results showed that employee opinions of their senior leaders were the largest driver of employee satisfaction and commitment (Partnership for Public Service, 2013).
- Another recent survey of government employees found 'ineffective leadership' to be the most frequently selected *morale killer* by federal managers, followed by 'pay freezes' (O'Connell, 2013).

Thus, effective leadership is of paramount importance for maintaining a high performing civilian workforce during times of fiscal uncertainty. The Army must capitalize on opportunities and resources to develop its civilian leaders to ensure morale, commitment, and career satisfaction within the workforce do not slip further.

2.2 Working Environment

Civilian leaders are generally satisfied with characteristics of their working environment. Specifically, most civilian leaders report that standards are being upheld and that discipline is not a common problem in their organizations (see Figure 11). However, information flow within organizations shows some room for improvement.

- Three-fourths of civilian leaders (76%) agree that standards are upheld in their organization (e.g., professional bearing, adherence to regulations), while 13% disagree.
- One in six civilian leaders (17%) report there is a discipline problem in their organization, while 66% indicate discipline is not a problem.
- Two-thirds of civilian leaders (66%) agree they feel informed about decisions that affect their work responsibilities, while 22% disagree. Leader perceptions about the flow of information in their organization show an increase in 2012 after a steady downward trend in recent years.

Figure 11. Army Civilian Leader Attitudes about Work Characteristics.
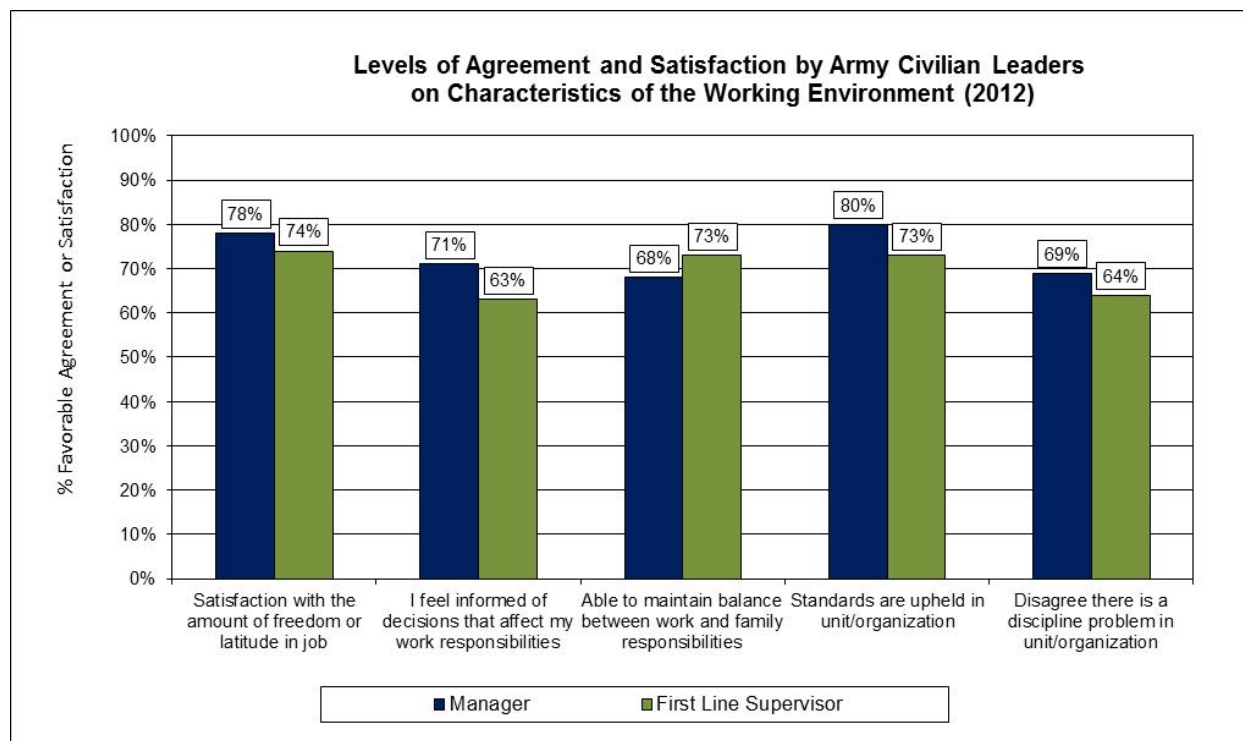
Further, three-fourths of civilian leaders (76%) are satisfied or very satisfied with the amount of freedom or latitude they have in their jobs. Satisfaction has decreased slightly in recent years from a high of 82% in 2009, but is still favorable. Notably, no more than 13% of civilian leaders report dissatisfaction with the amount of freedom and latitude they perceive in their job during these years.

Maintaining balance between work and family responsibilities is something most civilian leaders agree they are succeeding at (including 68% of managers and 73% of first line supervisors). Seventeen percent of civilian leaders disagree they are able to maintain

work/family balance. The 2012 FEVS results suggest that organizational support for this balance is occurring in most cases, as 78% of Army civilians agreed their supervisor supports their need to balance work and other life issues (United States Office of Personnel Management, 2012).

Perceptions by civilian leaders about organizational efficacy are generally favorable, as 83% agree or strongly agree they are confident in the ability of their unit or organization to perform its mission (only 9% disagree). Moreover, 96% of civilian leaders agree that their individual contributions directly impact the success of their unit or organization's mission[8].

2.3 Workload and Stress

Since 2009, CASAL has assessed and tracked trends in the severity of stress from high workload that civilian leaders perceive in their jobs. About one-third of civilian leaders have consistently reported stress from a high workload is a serious problem (from a low of 30% in 2010 to a high of 37% in 2011). In 2012, 33% of civilian leaders rate stress from high workload as 'a serious problem,' while 57% rate it a moderate problem and 9% indicate it is 'not a problem' (see Figure 12). In comparison to civilian leaders, smaller percentages of active duty uniformed leaders rate stress from a high workload as a serious problem[9].

The 2012 CASAL captured new insights on how the incidence of stress from high workload affects civilian leader well-being, work motivation and work quality. Of managers and first line supervisors reporting stress from high workload as a moderate to serious problem:
- More than half (61%) indicate work stress has had a moderate, large or great negative impact on their well-being[10].
- Just under half (46%) experiencing moderate to serious stress from a high workload indicate work stress has a moderate, large or great negative impact on their motivation.
- One-third (34%) report that stress from high workload has a negative impact on the quality of their work.

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[8] Civilian leader agreement (96%) with the statement 'My contributions directly impact the success of my unit or organization's mission' is significantly more favorable than active duty uniformed leader agreement (89%).
[9] On a scale of 1 to 7, where 1 indicates 'Not a problem at all' and 7 indicates 'A serious problem,' civilian leaders (M = 4.74) differ significantly from active duty uniformed leaders (M = 4.16) in ratings for the severity of the problem of stress from a high workload.
[10] The percentage of civilian leaders (32%) indicating stress from high workload has a large or great negative impact on their well-being is significantly higher than active duty uniformed leaders (23%).

Figure 12. Comparison of Percentage of Civilian Leader Reporting Stress from High Workload as a Serious Problem from 2009 to 2012.
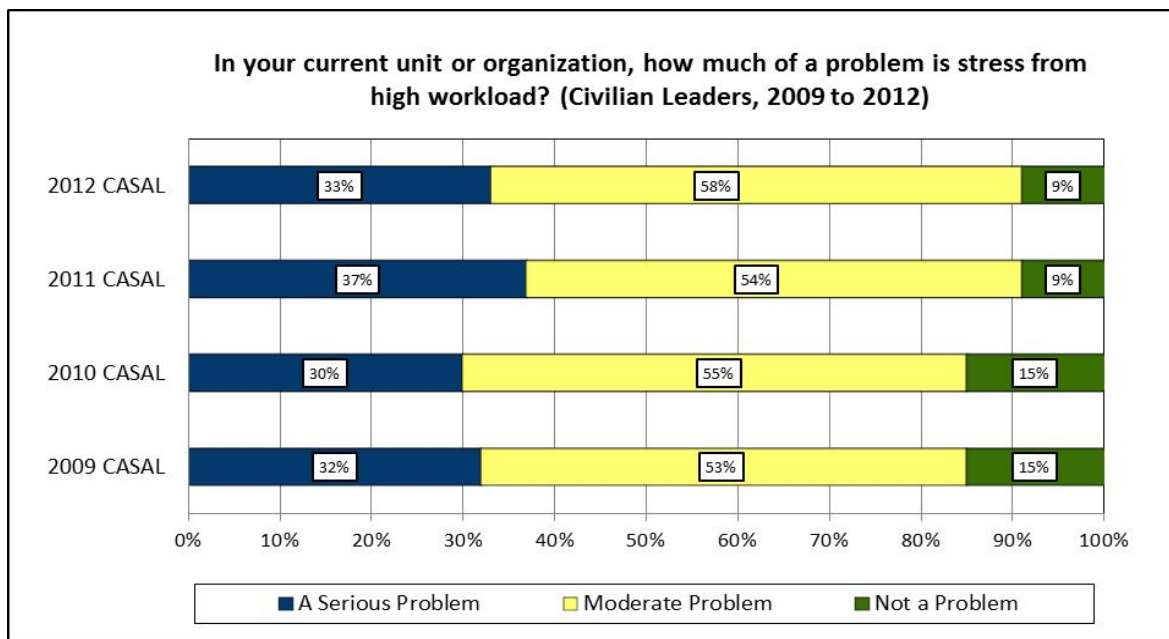
Overall, CASAL findings show that stress from high workload is perceived to be a serious problem by about one in three civilian leaders. Further, many civilian leaders who are experiencing moderate to serious stress indicate it has a negative impact on their well-being and motivation, but fewer perceive a negative impact on work quality. Results also show there is a negative linear relationship between the severity of perceived stress from high workload and civilian leader ability to maintain balance between work and family responsibilities (r = -.41, p < .01). In other words, as stress from high workload increases, civilian leader beliefs about their ability to successfully maintain work/family balance decrease.

One way that organizations respond to a high OPTEMPO and stress among members is by fostering a climate in which seeking help for stress-related issues is accepted and encouraged. The 2012 CASAL found that 60% of civilian leaders agree or strongly agree that seeking help for stress related problems (not limited to seeking help just at work) is accepted and encouraged in their unit or organization, while 10% disagree. While not an optimal level of agreement, this is a very positive finding, as the level of agreement in 2012 is notably more favorable than levels observed in the previous three years (47% to 51%).

2.4 Trust

Trust in Organizations

Civilian leaders show moderately favorable perceptions of trust within their organizations. A majority of managers and first line supervisors (79% and 72%, respectively) agree or strongly agree that members of their unit or organization can be trusted (i.e., relied upon) to fully support the directives of their leaders. Only about one in nine civilian leaders disagrees (9% of managers and 13% of first line supervisors).

Sixty-three percent of civilian leaders agree that members of their unit or organization trust one another, while nearly one in five (19%) neither agree nor disagree. Eighteen percent of civilian leaders indicate distrust exists among members of their unit or organization. Further, there are differences among civilian leader cohorts in the percentage of agreement that trust exists in organizations (see Figure 13).

Figure 13. Civilian Leader Agreement that Trust Exists Among Members of Army Units and Organizations.

These findings on organizational trust are supported by results of other Army surveys:
- A 2011 study of the Army Profession found that 67% of civilians agreed with the statement 'I trust members of this organization to fulfill their responsibilities' (Center for Army Profession and Ethic, 2011).

- Army civilian results of the 2012 FEVS showed moderate to high levels of agreement that coworkers cooperate to get the job done (73%) and share job knowledge with each other (70%). Communication and cohesion in organizations correlate positively with trust among members (United States Office of Personnel Management, 2012).

The 2012 CASAL asked civilian leaders to comment on factors they believe contribute to or hinder trust among members of their organization. Comments cited both situation factors (i.e., dynamics within the organization) as well as leader behaviors or attributes that correlate with high or low levels of trust among organizational members.

Of the situational factors mentioned in comments, social cohesion among organization members emerged as the most frequently cited factor that contributes to trust (28% of comments). Specifically, civilians perceive trust exists among members who have built and sustained positive working and personal relationships with one another, forged through effective communication. The next most prominent themes were open lines of communication between organizational levels and with members (14%), followed by cooperative performance (13%), which relates to behaviors such as task-related teamwork and established 'helping relationships' within the organization. Additional comments reflected the importance of communication (in general) within Army organizations, specifically the clarity and quality of communication among members (9%).

Similarly, civilian leaders commented on leadership behaviors or attributes that contribute to trust in Army organizations. The most prominent themes from these comments were showing care and support for others (5%), demonstrating character and leading by example (5%), and empowering others (e.g., giving team members a voice in decision making) (3%).

Not surprisingly, civilian leader comments on factors that hinder trust within Army organizations reflect the inverse of several factors already described as contributing to trust. Of the situational factors that hinder organizational trust, a lack of communication (22% of comments) was the most prominent theme. Comments also indicated that trust is low in organizations where there is a lack of cohesion or loyalty (10%), and where standards are not upheld and members lack discipline (8%). Trust is also low in organizations where there are poor working relationships between leaders and followers (5%) and where there is a general lack of accountability (4%). Of the leadership behaviors or attributes that hinder trust in Army organizations, civilian leaders most prominently cited the use of favoritism, unequal treatment or partiality (22%). Also frequently mentioned were leaders demonstrating a lack of character (10%) as well as a lack of competence (8%).

Notably, themes from civilian leader comments are also largely reflected in CASAL comments by uniformed leaders, and align with current research on trust. Academic and military researchers (Covey, 2011; Sweeney et al., 2009) have identified behavioral antecedents – or actions that promote trust – within the military context. Their findings indicate that trust is facilitated by leaders who demonstrate open communication; demonstrate confidence in their subordinates; are fair and follow through on their commitments; and create a positive working environment[11].

Further, themes that emerged in civilian comments are supported by results of other CASAL items. Table 2 displays the relationships between direct items regarding trust and characteristics of the working environment and leader attitudes. Within this set of items, adherence to standards has the strongest relationship to high levels of trust in units and organizations. As discussed previously, only two-thirds of civilian leaders feel they are informed of decisions that affect their work responsibilities, so it is also notable that this perception is significantly related to agreement that organization members trust one another. This finding reflects the importance of communication in building trust, both having open lines of communication within the organization and the quality and clarity of communication between superiors and subordinates.

Table 2. Correlations of Perceived Organizational Trust with Various Outcomes.

Relationship between Civilian Leader Agreement about Trust in their Organization and Characteristics of the Working Environment		
	Members of my unit or organization trust one another	**Members of my unit or organization can be trusted to fully support leaders' directives**
In my unit or organization, standards are upheld (e.g. professional bearing, adherence to regulations) [Accountability]	.667**	.614**
I am confident in the ability of my unit/organization to perform its mission [Unit Efficacy]	.538**	.492**
I feel informed about decisions that affect my work responsibilities [Communication]	.462**	.487**
There is a discipline problem in my unit or organization [Accountability]	-.429**	-.437**

** Correlation is significant at the 0.01 level (2-tailed).

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[11] A more in-depth discussion of CASAL findings regarding trust is presented in the 2012 CASAL Report of Main Findings.
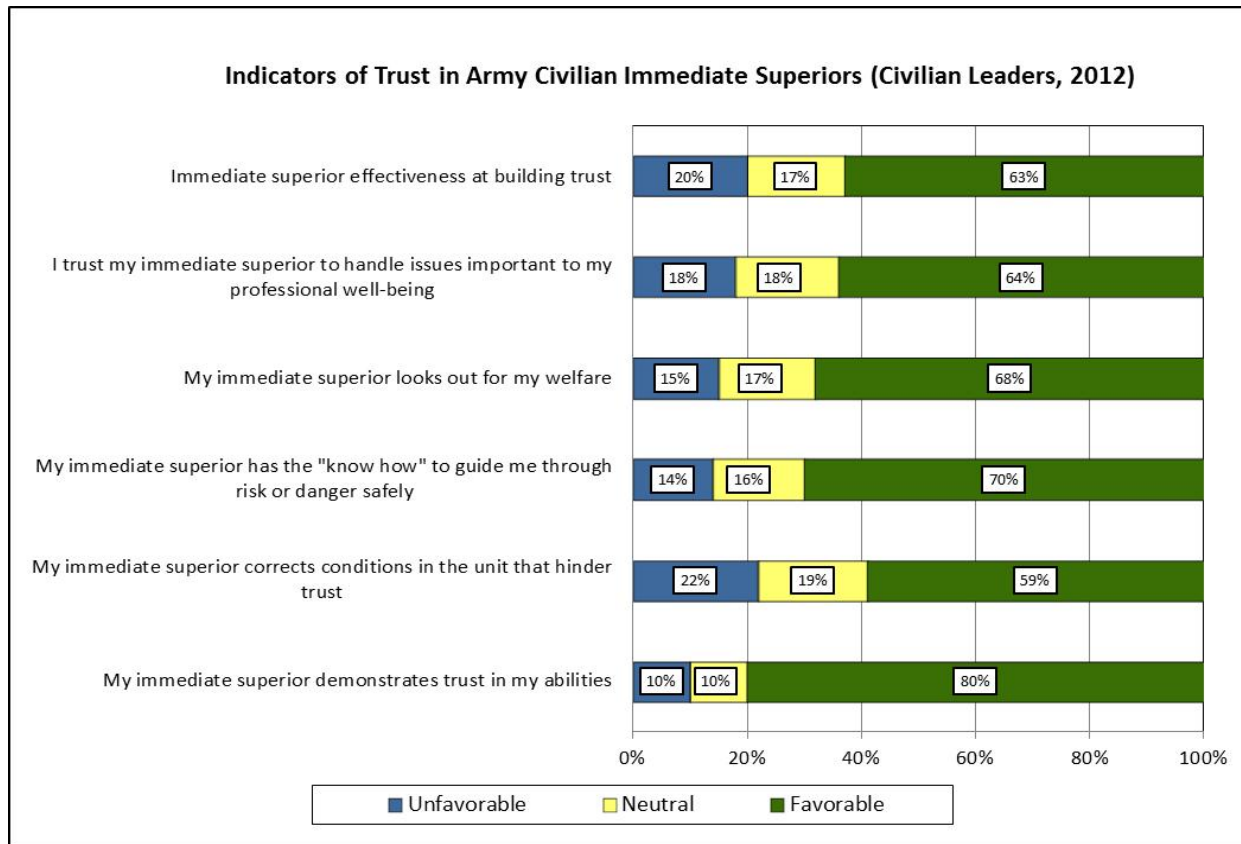
<u>Trust in Leaders</u>

The importance of trust as a component of Army leadership is evidenced by the addition of *Builds Trust* to the core leader competency model in the recent revision of ADRP 6-22, Army Leadership. Leaders build trust to mediate relationships and encourage commitment among followers. This starts with respect among people and grows from both common experiences and a shared understanding. Trust establishes conditions for effective influence and for creating a positive environment (Department of the Army, 2012a).

Sixty-three percent of civilian leaders rate their immediate (civilian) superior effective or very effective in building trust, while 20% rate them ineffective. These findings show no change from results observed in the 2011 CASAL. Subordinate ratings for other indices of civilian leader effectiveness in building and sustaining trust among followers are presented in Figure 14. These items captured attitudes about civilian leader behaviors important for building trust in organizations, including demonstrating benevolence, competence, and reciprocal trust; positively correcting unit conditions that hinder trust[12]; and looking out for the professional well-being of subordinates.

CASAL findings are comparable to 2012 FEVS results which reported that 66% of Army civilians (at all levels) agreed or strongly agreed with the statement 'I have trust and confidence in my supervisor' (United States Office of Personnel Management, 2012). The 2010 Army Wide Civilian Attitude Survey found a higher level of agreement (73%) for this statement among civilian supervisors (Civilian Personnel Evaluation Agency, 2011).

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[12] Civilian leader agreement (59%) to the statement 'My immediate superior corrects conditions in the unit that hinder trust' is significantly lower than active duty uniformed leader agreement (67%).

Figure 14. Indicators of Trust in Immediate Superiors by Civilian Leaders.

Trust and Effective Leadership

A composite scale score[13] was used to examine the relationship between trust building behavior, effective leadership, and important outcomes. Notably, most civilian leaders view their superior civilian leader favorably in demonstrating the six behaviors that comprise the composite measure of trust (M = 3.77). Demonstration of these six trust-building behaviors is positively associated with effective leadership, as civilian leaders who rate their superior civilian favorably across the six behaviors (the trust composite scale) also rate their immediate superior

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[13] Six items that reflect behaviors associated with immediate superior effectiveness in demonstrating trust were combined into a single scale composite variable. The composite variable included the items presented in Figure 14. Values across these six items were summed and then divided by six to produce a single score with a minimum value of 1 and a maximum value of 5. Scale scores of '5' indicate a respondent's average rating across all six items = 5 (highest rating that immediate superior demonstrates trust behaviors). A composite score was only generated for respondents who rated their immediate superior on all six trust items. A reliability analysis showed that this set of items demonstrated very strong internal consistency (α = .95). Reliability indices above .80 are generally considered acceptable for a measurement scale while values greater than .90 are considered very strong (Guion, 1998).

effective in demonstrating the core leader competencies ($r = .912$, $p < .001$), the leader attributes ($r = .878$, $p < .001$), and indicate agreement that their immediate superior is 'an effective leader' ($r = .868$, $p < .001$).

Trust building behaviors are also positively associated with favorable subordinate and organizational outcomes that impact successful mission accomplishment. Findings show a strong positive relationship between civilian leaders' assessment of their immediate superior exhibiting positive trust building behavior (i.e., the favorable end of the leader trust composite scale) and their assessment of their immediate superior's effect on team cohesion, getting results, and an overall assessment of trust within the organization (see Table 3). Similarly, favorable assessments of civilian leaders in building trust are positively associated with superiors' impact on subordinate work quality, motivation, commitment, morale, and to a lesser extent their career satisfaction. These findings demonstrate the importance of building trust within the Army, as leaders who are effective in building trust have a positive effect on their followers and on mission accomplishment.

Table 3. Correlations of Leader Trust with Various Outcomes.

Relationship between Immediate Superior Demonstrating Trust and the Effect on Subordinate and Organizational Outcomes	
	Civilian Leaders (n=1,437)
Effect on Team Cohesion	.843**
Immediate Superior effectiveness in getting results to accomplish the mission successfully	.764**
Agreement Members of unit/organization trust one another	.421**
Effect on Subordinate Work Quality	.766**
Effect on Subordinate Motivation	.849**
Effect on Subordinate Commitment to the Army	.796**
Current level of morale	.625**
Satisfaction with Army career	.444**

  ** Correlation is significant at the 0.01 level (2-tailed).

Summary on Climate and Situational Factors within the Working Environment

Army civilian leaders hold strong levels of commitment to their teams or immediate work groups, high levels of career satisfaction, and moderate levels of morale. These three factors are positively correlated with civilian leader perceptions of their immediate superior's effectiveness as a leader. Several characteristics of the working environment are favorable, including civilian leader satisfaction with the degree of freedom or latitude in their jobs, and

agreement that standards are upheld and discipline is not a problem. Stress from high workload continues to be a problem for one-third of civilian leaders, and its effects are perceived to impact civilian well-being and motivation more than work quality. Most managers and first line supervisors feel they successfully maintain balance between work and family, though work stress is negatively associated with maintaining this balance.

Trust is an important component to building and sustaining effective organizations. CASAL findings show clear linkages between effective leadership, trust, and positive outcomes on subordinates. Civilian leaders who are viewed as effective in building trust are also perceived as positively impacting the motivation and well-being of their followers. Social cohesion, open lines of communication, and effective leadership behaviors such as demonstrating character, leading by example, and showing care and support for others are positively associated with trust in Army organizations. Likewise, leadership behaviors such as showing favoritism, unequal treatment, or demonstrating a lack of character are associated with distrust among organizational members.

3. Quality of Leader Development

3.1 The Army Leader Development Model

Leader development is a continuous and progressive process, and spans a leader's entire career. As presented in ADRP 7-0, the Army's leader development model comprises training, education, and experience gained through three mutually supporting domains: operational, self-development, and institutional. By design, a majority of leader development occurs in work assignments and through self-development, as limited time is allotted for schoolhouse learning (Department of the Army, 2012b).

Since 2009, CASAL has tracked the effectiveness and relative positive impact of the three leader development domains in preparing Army civilian leaders for increased leadership responsibility. Consistent with the model's intent, operational (work) experience and self development are rated effective by large percentages of civilian leaders in preparing them for new levels of leadership responsibility. Favorable perceptions of institutional education have consistently lagged behind the operational and self development domains (see Figures 15 and 16).

Figure 15. The Perceived Effectiveness of the Leader Development Domains for Preparing Civilian Leaders.
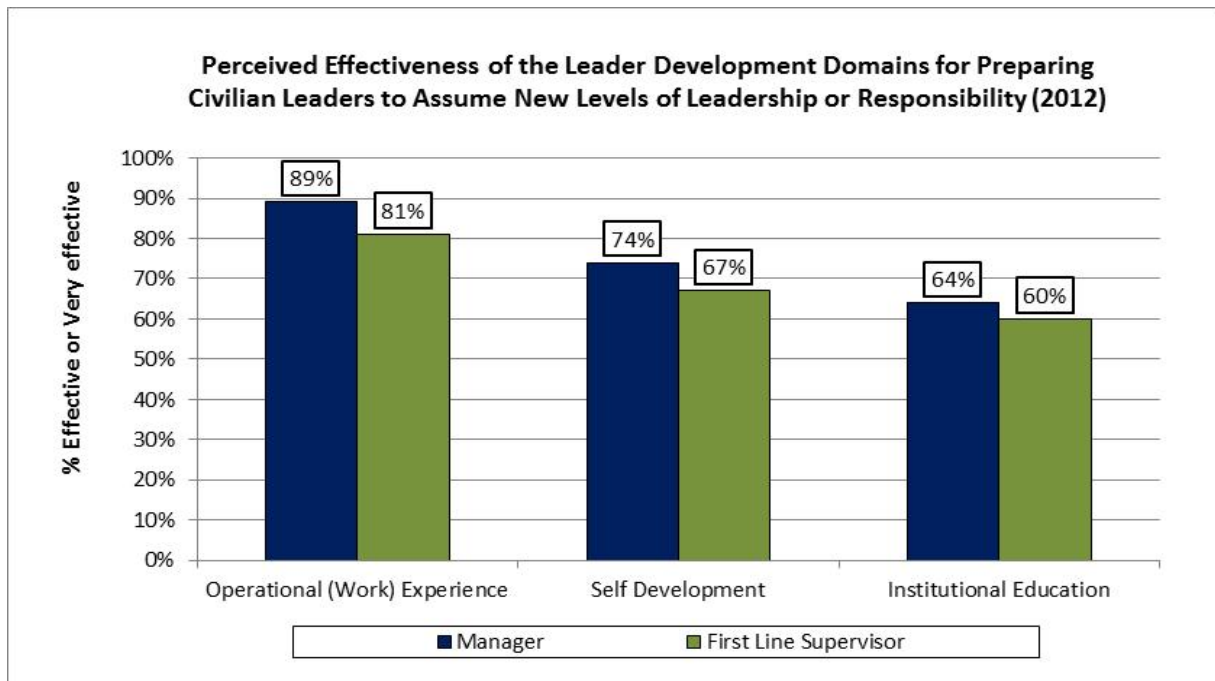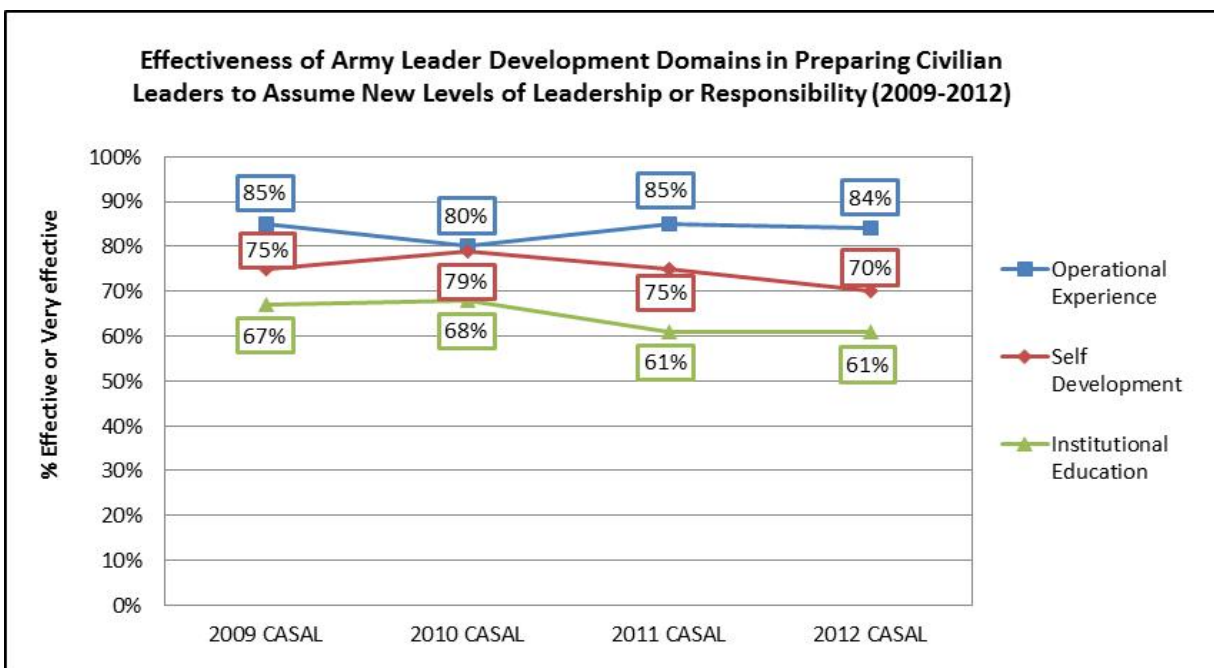

Figure 16. Comparison of the Effectiveness of the Army Leader Development Model for Civilian Leaders (2009-2012).

Operational (Work) Experience

Army leaders prepare for future roles and responsibilities through opportunities to lead in their current role. Eighty-four percent of civilian leaders believe their operational experience (work experience) has been effective or very effective in preparing them to assume new levels of leadership or responsibility. Only 6% believe that their work experience has been ineffective in doing so. These findings are largely consistent with those observed in past years.

Development through work experience occurs on an ongoing basis. This is evidenced in the large percentages of civilian leaders who reported 'frequently' or 'very frequently' engaging in opportunities to lead others and to train on-the-job (as reported in the 2011 CASAL). Further, civilian leaders have consistently rated these opportunities among the most favorable in terms of their large or great positive impact on leader development (69% and 65%, respectively, in 2012).

Self Development

Self development is the continuous, life-long process that is used to supplement and enhance knowledge and skills Army leaders gain through their operational experiences and institutional education and training (Day, Harrison, & Halpin, 2009). Most civilian leaders view self development as an effective method for preparing for new levels of leadership and responsibility. However, a steady decline in the percentage of effective ratings has been observed in recent years. In 2012, 70% of civilian leaders rate self development as effective or very effective in preparing them to assume new levels of leadership or responsibility, compared to 75% in 2011 and 79% in 2010 (see Figure 16). Only 9% of civilian leaders rate their self development as ineffective.

CASAL data show that smaller percentages of both civilian and uniformed leaders rate self development favorably now compared to previous years. There are several potential reasons for the decline in leader attitudes toward self development. Though largely an activity at the discretion of the individual, the Army now has increased requirements for self development. Emphasis on mandatory training, structured self development, and prerequisite study for institutional education have increased. Therefore some leaders may view self development as an addition to their workload and downplay its contribution as a leader development domain. Notably, the decline in ratings between 2011 and 2012 may also be exacerbated by a slight change to the survey item presentation and methodology in 2012.

Self development activities are viewed by many civilian leaders as having a moderate to strong positive impact on their development. Half of civilian leaders (52%) indicate self development has had a large or great positive impact on their development as a leader, while nearly one-third (31%) rate the impact as moderate. Though it was not assessed in the 2012 CASAL, past studies have found that perceptions about organizational support for self-development vary. In 2011, just over one-third (38%) of civilian leaders agreed their unit or organization made time available for self development, though more than half (55%) believed their organization expected them to participate in self development other than mandatory training (Riley, Conrad, & Keller-Glaze, 2012).

Institutional Education

Of civilian leaders who have attended a formal Army course (i.e., CES) at some point in their career, 61% rate Army institutional courses as effective or very effective in preparing them to assume new levels of leadership or responsibility. Twelve percent of civilian leaders rate their course experience as ineffective in preparing them for new levels of leadership, while 26% rate them neither effective nor ineffective. These findings are consistent with those observed in 2011, but show a decline compared to CASAL results from 2009 and 2010 (67% and 68%, respectively). Further, just over half of civilian leaders (56%) agree that instruction from Army institutional education has provided a foundation that helps them get more learning out of everyday experiences, while 13% disagree. These findings are generally consistent with results from past years (56-59% from 2009 to 2011).

As a leader development practice, course attendance is also not widely viewed as impactful on development. Larger percentages of civilian leaders indicate resident course attendance had a large or great impact on their development (40%) than nonresident or distributed learning (DL) courses (26%). Resident and nonresident course attendance is rated as having a moderate impact on development by 29% and 32% of civilian leaders, respectively. Overall, these findings represent consistent trends across years.

Army Support for Leader Development

Findings show that civilian leaders (and uniformed leaders) do not show a lot of positivity toward the Army's effectiveness in supporting development through various actions. Only about half of civilian leaders rate the Army effective in supporting development through personnel management practices (e.g., evaluations, promotions, assignments) (48%) and in setting appropriate selection or qualification policies for schools (47%). About one-fourth of civilian leaders rate the Army ineffective in these areas.

Less than half of civilian leaders (44%) rate the Army effective at making sufficient resources (e.g., time, materials, and experts) available for self-development while more than one-third rate the Army ineffective (35%). Granted, these indicators assess a rather holistic aspect of support for leader development, and do not pinpoint what, specifically, Army leaders would like more or less of from the Army. However, these results do show that gaps exist between the level of support that more than one-fourth of leaders expect and what they perceive is being offered by the Army.

3.2 Civilian Leader Development

Civilian leader development is fundamentally different from uniformed leader development because of the differing terms of federal employment and conditions of military commissions, appointments, and assignments. One indication of this difference is highlighted by the average length a civilian leader has in an organization of nearly twelve years (see page 1), compared to the typical two- to three-year assignments for Soldiers and time-based progression in ranks. Most Army civilians are hired for a position at a fully qualified level and can stay until they choose to leave. Most federal positions have no guarantee of advancement and limited opportunities within an organization's structure for advancement. Most openings occur when a current employee decides to leave a position. Pay advancement within a General Schedule grade occurs automatically by tenure; it is not based on development or performance. Advancement to positions of greater responsibility is an individual choice for Army civilians, while it is a condition for Soldiers in order for them to stay until retirement or the Army decides on their separation. Civilian leaders have an unofficial disincentive to develop others, because to advance, current members usually leave the direct supervisor's work unit or the organization. CASAL results continue to show that civilian leader development is currently at moderate levels:

- Less than two-thirds of civilian leaders (63%) report that leaders in their organization develop the leadership skills of their subordinates to a 'slight' or 'moderate' extent. Only about one in five (22%) indicate this is done to a 'great' or 'very great' extent.
- 55% of civilian leaders rate their immediate superior effective or very effective at developing their subordinates (22% rate them ineffective). Since first assessed by CASAL in 2009, *Develops Others* has consistently been rated the lowest core leader competency (52-55% effective/very effective).
- About half of civilian leaders (51%) agree or strongly agree their immediate superior shows genuine concern when it comes to developing subordinate leadership skills (28% neither agree nor disagree, 21% disagree). The level of agreement shows a 12% decline since assessed in 2011.

- Less than half of civilian leaders (46%) rate their immediate superior effective or very effective at creating or calling attention to leader development opportunities in their current assignment (24% rate them ineffective/very ineffective).
- Recent results of the 2012 FEVS survey show more favorability toward Army civilian employee development. Specifically, 66% of civilians agreed their supervisor or team leader provides them with opportunities to demonstrate leadership skills and 65% agreed they are given a real opportunity to improve their skills in the organization. Notably, the latter finding did not specify 'leadership' skill improvement.

Sixty percent of civilian leaders report that they receive performance counseling more often than annually (see Table 4). However, 14% indicate they 'never' receive performance counseling, which falls short of the requirement for conducting this annually (per AR 690-400). About half of civilian leaders (47%) agree or strongly agree that the feedback they received from their last performance counseling was useful in helping them set performance goals for improvement, while one-fourth (25%) disagree or strongly disagree.

Table 4. Frequency in which Army Civilian Leaders Report Receiving Performance Counseling (2012).

How Often do you Receive Performance Counseling?					
Civilian Leaders	Monthly or More Often	Quarterly	Semi-Annually	At Rating Time	Never
Managers	16%	13%	32%	24%	15%
First Line Supervisors	10%	14%	35%	27%	14%
Total	12%	14%	34%	26%	14%

The 2012 CASAL sought to uncover new insights in subordinate development, namely in the frequency with which less formal developmental interactions are occurring between superiors and subordinates. As expected, less formal leader discussions about job performance, performance improvement, and preparing for future roles appear to be more common than traditional performance counseling.
- 65% of civilian leaders agree their immediate superior takes time to talk to them about how they are doing in their work (21% disagree).
- 52% of civilian leaders agree their immediate superior takes time to talk to them about how they could improve their duty performance (27% disagree).
- 43% of civilian leaders agree their immediate superior takes time to talk to them about what they should do to prepare for future assignments (33% disagree).

The 2012 FEVS reported that while 72% of Army civilians indicated their supervisor/team leader had talked with them about their performance in the past six months, only 62% felt the discussions with their supervisor/team leader about their performance were worthwhile and 60% indicated they received constructive suggestions on how to improve job performance (United States Office of Personnel Management, 2012). This shows that while developmental interactions between supervisors and subordinates are occurring for many, they are less often viewed as productive or action-oriented.

Day-to-day interactions such as these are important as they reflect Army leader propensity and ability to develop subordinates. There is a positive relationship between the occurrence of these less formal developmental interactions and ratings for superior effectiveness in developing subordinates ($r = .651$ to $.680$) and agreement that one's superior shows genuine concern toward developing subordinates' leadership skills ($r = .709$ to $.730$). Thus, leaders who have informal discussions with their subordinates about subordinate job performance, what they can do to improve, and how they should prepare for future positions are more likely to be perceived as effective in developing others.

3.3 Development Methods

Since 2009, CASAL has assessed and tracked trends on the relative contribution various practices have had on civilian leader development. Given a list of 11 developmental practices, civilian leaders rate the positive impact each has had on their development as a leader. As findings on the positive impact of these practices are integrated into results discussions throughout this report, a brief summary is provided here.

For context, it is worth noting that the 2011 CASAL assessed the frequency with which civilian leaders engage in or receive development through the various practices. More than three-fourths of civilian leaders reported frequently or very frequently engaging in opportunities to lead others (78%) while about half regularly learned from peers (55%) and trained on-the-job (47%). Practices that civilian leaders more often engaged in 'occasionally' or 'rarely' include self development (52%), learning from superiors (54%), formal leader development programs (60%), and developmental counseling from a supervisor (67%). Mentorship from someone outside the chain of command was reported to occur the least often (32% 'never' and 50% 'occasionally or rarely') (Riley, Conrad, & Keller-Glaze, 2012).

With regard to the positive impact that various practices have had on developing civilian leaders, 2012 results continue to show consistent levels of impact observed in previous years. Civilian leaders view less-formal methods of interpersonal learning as having a large or great

positive impact on their development. Several of these practices relate to development that occurs through operational work experience:

- Opportunities to lead others – 69%
- On-the-job training – 65%
- Learning from peers (e.g., observing, collaborating, receiving feedback) – 56%
- Learning from superiors (e.g., observing, job shadowing, receiving feedback) – 45%

Less than one-third of civilian leaders (9% to 29%) view these practices as having a small, very little, or no impact on their development.

Other methods of development that are generally viewed as impactful by civilian leaders include self development activities (52%) and civilian education (e.g., college courses) (52%). In comparison, smaller percentages of civilian leaders view formal institutional education as impactful (resident courses- 40%; nonresident courses- 26%). Practices that small percentages of civilian leaders view as highly impactful include developmental counseling from immediate superior (25%), multi-source 360 assessment and feedback (25%)[14], and mentoring from outside the chain of command (39%).

As noted, the trend in the relative ordering of these practices (lowest to highest impact) has remained fairly consistent across years. Results of civilian leader ratings in the 2012 CASAL are presented in Figure 17.

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[14] For civilian leaders who indicate that they have been assessed through the MSAF program, larger percentages report the impact of 360-degree assessment feedback as being impactful on their development (32% large or great impact; 32% moderate impact; 36% small, very little or no impact).

Figure 17. The Impact of Various Practices on the Development of Army Civilian Leaders.

How much of a positive impact has each of the following practices had on your development as a leader? (Army Civilian Leaders, 2012)

Practice	Small or No impact	Moderate impact	Large or Great impact
Opportunities to Lead Others	9%	21%	69%
On-the-job Training	14%	21%	65%
Learning from Peers	16%	28%	56%
Self Development	17%	31%	52%
Civilian Education (college courses)	22%	26%	52%
Learning from Superiors	29%	25%	45%
Institutional Education (resident)	31%	29%	40%
Mentoring from Outside CoC	34%	27%	39%
Institutional Education (nonresident, dL)	42%	32%	26%
Multisource 360 Assessment Feedback	46%	29%	25%
Dev Counseling from Superior	48%	27%	25%

3.4 Civilian Education System (CES)

The Civilian Education System (CES) provides Army civilians progressive, sequential leader development training and education. Army Regulation 350-1 (2009) states the CES will "prepare agile and innovative Army civilians who can lead during times of change and uncertainty; are prepared for the rigors of service as multi-skilled leaders; and are armed with the values, skills and mindset to serve as competent, resilient supervisors and managers.

A graphical depiction of the Civilian Education System is presented in Figure 18. Forty-five percent of the 2012 CASAL civilian sample reported having attended one of the current CES courses in their career. CASAL gathered information on courses applicable to pay bands 1 and 2. The results discussed in this section reflect ratings by all civilian respondents who recently attended a course (not just civilian leaders), specifically those who completed a course between 2010 and 2012[15]. However, given the size of the participant samples for each course, results do

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[15] CES course-level analyses included the following samples of respondents by course: Foundation Course – 493; Supervisors Development Course – 1,044; Basic Course – 315; Intermediate Course – 222; Managers Development Course – 69; Advanced Course – 121. Participants completed their course between 2010 and 2012.

not include comparisons between years of course completion (e.g., 2010 graduates compared to 2011 graduates).

Figure 18. Overview of Army Civilian Leader Development.

Pay Band 1		Pay Band 2		Pay Band 3	
GS-5/7/9	GS-11	GS-12	GS-13	GS-14	GS-15
NAF 1/2/3	NAF 4			NAF 5	

Senior Service School

DOD Defense Senior Leader Development Program (DSLDP)

Continuing Education for Senior Leaders (CESL)

Advanced Course (AC) – DL & Resident

Manager Development Course (MDC) – DL

Intermediate Course (IC) – DL & Resident

Basic Course (BC) – DL & Resident

Supervisor Development Course (SDC) – DL

Action Officer Development Course (AODC) – DL

Communities of Practice Available at Each Level

Foundation Course (FC) – DL *For ALL new Army civilians*

Senior Leader Perspective

Senior Army leaders who supervise civilians show mixed views on the perceived value of CES in preparing civilians. Fifty-seven percent of civilian leaders (in grades GS-11 and higher) agree or strongly agree that CES graduates are gaining the appropriate knowledge, skills and abilities in their courses that they need to be successful in their jobs. A similar level of agreement is found among Army colonels (O-6) who oversee civilian subordinates (59% agree/strongly agree). However, results suggest many of these leaders show uncertainty or indifference about the benefits of CES on the civilian workforce, as nearly one-third of civilian leaders (30%) and one-fourth of colonels (26%) neither agree nor disagree that graduates come out of CES prepared for success in their jobs. Notably, only 12% and 15%, respectively, disagree CES prepares civilian graduates in this way.

CES Course Ratings

Recent graduates of CES assessed their course experience, the quality of the education they received, the usefulness of the course content, the effectiveness of the course in preparing them for various outcomes, and the relevance of course content to their jobs. Overall, course graduates view the quality of the education they receive at CES courses favorably, as two-thirds or more rate the courses as 'good' or 'very good.' The exception is the Foundation Course, in which only 63% rated the education quality as good/very good. Further, most civilians indicate that what they learned in the course was 'of some use' (41%) or 'of considerable use/extremely useful' (46%) to them. See Table 5 for course-level ratings of the CES by recent graduates[16].

Across all courses, 80% of civilians agree or strongly agree that the content of their most recent course was up to date with the current operating environment (at the time they attended), which is a positive finding. Sixty-five percent of recent graduates (overall) agree or strongly agree that course instruction was focused on ensuring students could apply what was taught. The lowest levels of agreement are found among graduates of the Foundation Course (56%), Supervisor Development Course (62%), and Manager Development Course (63%), all of which are conducted via DL. The instruction at CES courses conducted via blended learning is viewed more favorably. Three-fourths or more of recent graduates from the Basic Course (76%), Intermediate Course (79%), and Advanced Course (75%) rate the instructors effective or very effective at helping them meet or surpass learning objectives.

The level of rigor or challenge in CES courses is a potential area for improvement. Half of recent graduates (51%) rate their course effective or very effective at challenging them to perform at a higher level. Fifty-four percent agree or strongly agree course activities and activity assessments were sufficiently challenging to separate high performers from low performing students. The lowest ratings related to perceived challenge are for the Foundation Course and the Supervisors Development Course.

Finally, perceptions on whether courses increase learner awareness of their leadership strengths and weaknesses differ by mode of instruction. Just over half of recent graduates (51% to 58%) who completed a course via distributed learning (Foundation Course, Supervisors Development Course, Manager Development Course) agree or strongly agree the course increased their awareness of their leadership strengths and weaknesses, compared to over three-fourths of recent graduates (75% to 78%) who completed a blended learning course (Basic Course, Intermediate Course, Advanced Course).

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[16] Percentages that are bolded and underlined in Table 5 represent areas within CES courses that received favorable ratings of 65% or less (e.g., agreement, effectiveness, or good/very good quality).

Table 5. Ratings for Civilian Courses by Recent Graduates (2010-2012).

	Course Met or Exceeded Expectations	Quality of Education Received (% Good or Very Good)	Agreement instruction focused on ensuring learner could apply what was taught	Effectiveness of course at challenging learner to perform at higher level	Agreement course increased awareness of strengths and weaknesses
Foundation Course (FC) DL	77%	**63%**	**56%**	**44%**	**51%**
Supervisors Development Course (SDC) DL	78%	67%	**62%**	**46%**	**58%**
Basic Course (BC)	85%	76%	73%	**61%**	75%
Intermediate Course (IC)	87%	79%	77%	66%	78%
Manager Development Course (MDC) DL	80%	75%	**63%**	**52%**	**56%**
Advanced Course (AC)	85%	81%	75%	71%	75%

Course Expectations

Overall, CASAL ratings show that CES courses are meeting the expectations of most civilians who attend. Eighty percent of recent graduates indicate their most recent course met, exceeded, or greatly exceeded their expectations (see Figure 19). These ratings reflect a similar pattern observed in past years of CASAL.

Figure 19. CES Course Effectiveness in Meeting the Expectations of Civilians Who Attend.
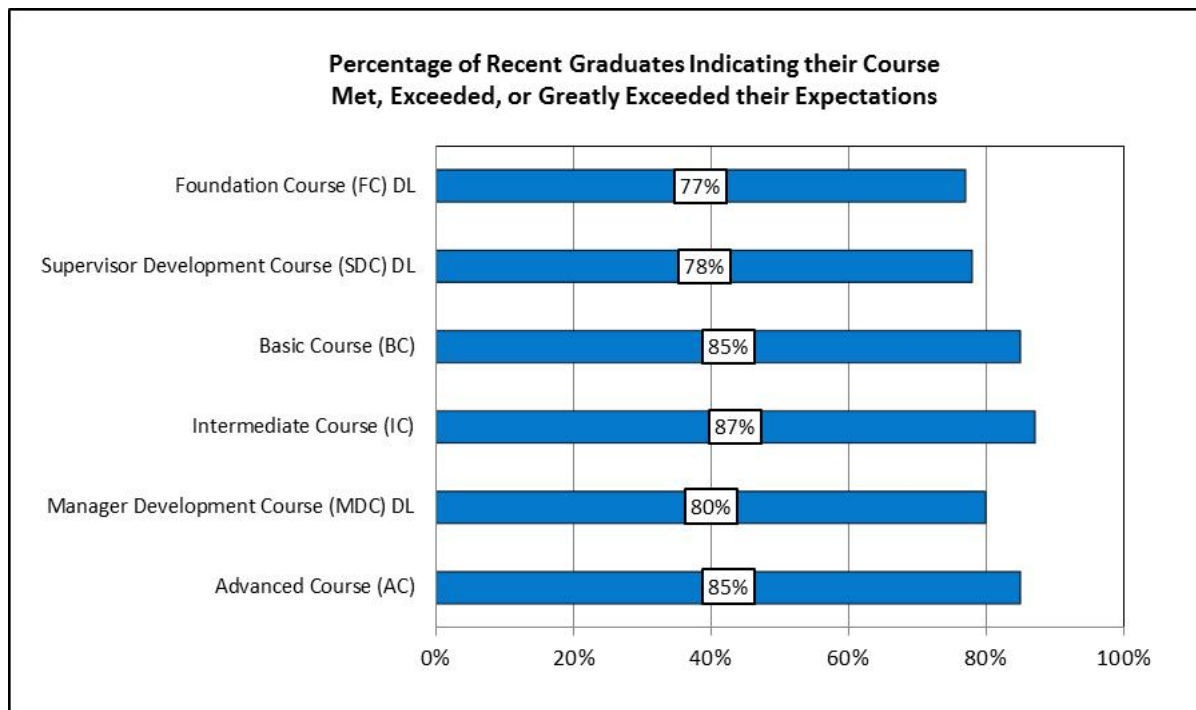
One in five recent graduates (20%) report their most recent course fell short or fell well short of their expectations. Findings show consistent themes in the reasons why courses are not meeting expectations for some civilians (see Table 6). The top three reasons cited were that the course information was not new to the learner (e.g., covered in previous course, learned through self-development or personal experience); that course content was not relevant to civilians' jobs; and a lack of rigor or challenge in the course (e.g., felt like a check-the-box activity).

While only 15% of recent Advanced Course graduates indicated the course fell short of their expectations, the most frequent reason cited was that it did not have enough emphasis on leadership skills (50%). This reason was not cited in high frequency by graduates of the other courses.

Table 6. Reasons why Expectations were Not Met by a Subset (20%) of Recent Course Graduates who Indicated Their Most Recent Course Did Not Meet Expectations.

Top Reasons Selected by Course Graduates	Foundation Course (FC) DL	Supervisors Development Course (SDC) DL	Basic Course (BC)	Intermediate Course (IC)	Manager Development Course (MDC) DL	Advanced Course (AC)
Information was not new to me (e.g., covered in previous course, learned through self-development, or my experiences) (49%)	Most frequent (46%)	Most frequent (49%)	Most frequent (57%)	Most frequent (52%)	Most frequent (54%)	
Content was not relevant to what I do (34%)	2nd Most frequent (42%)	3rd Most frequent (26%)	2nd Most frequent (45%)	3rd Most frequent (34%)	Most frequent (54%)	2nd Most frequent (44%)
Lack of rigor or challenge (e.g., felt like a check-the-box activity) (34%)	3rd Most frequent (35%)	2nd Most frequent (31%)	3rd Most frequent (41%)	2nd Most frequent (41%)	3rd Most frequent (38%)	3rd Most frequent (33%)
Course did not have enough emphasis on leadership skills (19%)						Most frequent (50%)

Overall, smaller percentages of recent graduates indicated their course did not offer enough practical experiences or exercises (18%), that the content was not up to date with the current operating environment (11%), that information was covered too quickly (5%), that instructors were not engaged or motivated (5%), or that instructors were not knowledgeable (3%).
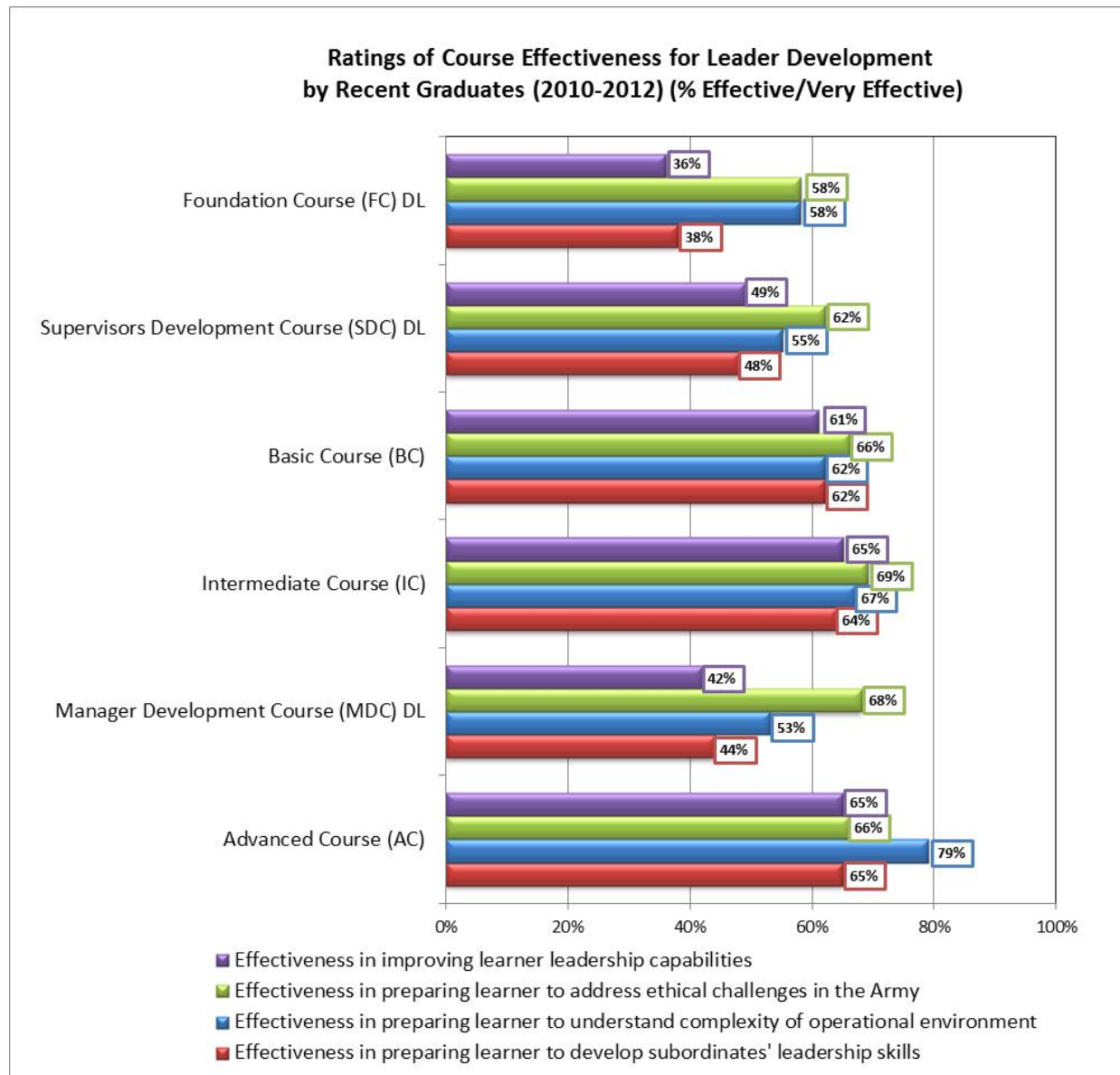
Course Effectiveness in Preparing Leaders

Civilians hold moderately favorable views regarding the effectiveness of their most recent course at improving their leadership capabilities and preparing them for various facets of effective leadership. At a holistic level, half or more of recent CES graduates rate their course effective or very effective at:

- Improving their leadership capabilities – 50% (14% ineffective)
- Preparing them for ethical challenges they will face in the Army – 63% (11% ineffective)
- Preparing them to understand the complexity of the operational environment – 59% (13% ineffective)
- Preparing them to develop the leadership skills of their subordinates – 50% (17% ineffective)

In general, courses with a blended learning approach are rated effective at improving leadership capabilities by larger percentages of recent graduates than are courses conducted only via distributed learning. Specifically, ratings for the Basic Course, Intermediate Course, and

Advanced Course hover at or near two-thirds favorability across these areas. The percentage of favorable ratings for the Foundation Course, Supervisors Development Course, and Manager Development Course (all conducted via DL) generally lag behind the other courses. Figure 20 displays the results of course specific ratings across the CES.

Figure 20. Ratings for Course Effectiveness in Preparing Leaders by Recent Course Graduates (2010-2012).

Ratings of Course Effectiveness for Leader Development
by Recent Graduates (2010-2012) (% Effective/Very Effective)

Foundation Course (FC) DL
- 36%
- 58%
- 58%
- 38%

Supervisors Development Course (SDC) DL
- 49%
- 62%
- 55%
- 48%

Basic Course (BC)
- 61%
- 66%
- 62%
- 62%

Intermediate Course (IC)
- 65%
- 69%
- 67%
- 64%

Manager Development Course (MDC) DL
- 42%
- 68%
- 53%
- 44%

Advanced Course (AC)
- 65%
- 66%
- 79%
- 65%

■ Effectiveness in improving learner leadership capabilities
■ Effectiveness in preparing learner to address ethical challenges in the Army
■ Effectiveness in preparing learner to understand complexity of operational environment
■ Effectiveness in preparing learner to develop subordinates' leadership skills

Content Relevance and Utilization

The value that Army civilians perceive in courses they attend is contingent in part upon the relevance of the course content to their jobs, and, in the level of support they receive from their organization in using their newly acquired knowledge and skills. Table 7 displays perceptions of recent graduates (2010-2012) on course relevance and organizational support. With the exception of the Supervisors Development Course (77%) and the Foundation Course (54%), most courses hover at or just below the two-thirds threshold for agreement that course content is relevant to what they do in their jobs. Smaller percentages of recent graduates rate their organizations effective or very effective at utilizing or supporting the leadership skills they learned in the course.

Table 7. Percent of Favorable Ratings for Course Content Relevance and Utilization by recent Graduates (2010-2012).

	Agreement course content was relevant to current job	Unit/organization effectiveness in utilizing or supporting leadership skills learned in the course
Foundation Course (FC) DL	54%	32%
Supervisors Development Course (SDC) DL	77%	49%
Basic Course (BC)	63%	38%
Intermediate Course (IC)	65%	41%
Manager Development Course (MDC) DL	67%	43%
Advanced Course (AC)	62%	41%

3.5 Leader Development Initiatives

The 2012 CASAL assessed the usage of several recent initiatives that support leader development and training. Specifically, the Army has fielded numerous online resources for Army leaders:
- Civilian Career Maps
- The Army Career Tracker (ACT)
- The Army Training Network (ATN)
- Army 360/MSAF
- The Virtual Improvement Center (VIC)

Civilian Career Maps

Army Civilian Career Maps provide a standardized framework and career enhancing information to individuals and managers for the professional development of the Army Civilian Corps. The maps serve as the professional blueprint for a successful civil service career while providing information and guidance for advancement. The information provided in Career Maps is intended to serve as a guideline to Army civilians, and is not intended to imply that a series of training initiatives will automatically lead to promotion or advancement to a higher level.

About three-fourths of Army civilian leaders (74%) are familiar with civilian career maps, but only 27% report they have accessed and used a civilian career map (including 32% of managers and 23% of first line supervisors). Findings show that awareness and usage of civilian career maps has grown dramatically over the past year. The 2011 CASAL found that only 18% of civilian leaders reported having used a civilian career map, for an observed increase of 9% in 2012.

While usage of civilian career maps is greater, attitudes about their effectiveness are less favorable. Of civilian leaders who have accessed and used a civilian career map, only 37% rate them effective or very effective in helping them plan career development. Forty-four percent of civilian leaders rate civilian career maps neither effective nor ineffective in helping them plan career development while 19% rate them ineffective. In comparison, the 2011 CASAL found that 52% of civilian leaders rated career maps effective while 10% rated them ineffective.

Army Career Tracker

The Army Career Tracker (ACT) is a web-based portal designed to change the way training, education and experiential learning support is provided to Army enlisted members, officers, civilians, and their leaders. Users can search multiple education and training resources, monitor career development and receive advice from their leadership. This portal allows users to track individual progress of Individualized Development Plan (IDP) goals; view skill and competency career progressions across multiple career maps; search training catalogs and educational resources; and connect with peers through My Journal knowledge collaboration. The system also provides an unofficial "lifelong learning transcript" that represents the accumulation of all assignment, training, and education accomplishments by the user (TRADOC/INCOPD, 2011).

Eighty-five percent of civilian leaders are familiar with the ACT, but only one-third report they have accessed and used it (including 38% of managers and 30% of first line supervisors). 2012 results show that awareness and usage of ACT has increased among civilian leaders, as the 2011

CASAL found that only half of civilian leaders (52%) were familiar with it and only 9% had used it. Of civilian leaders who reported having used the ACT portal in 2012, only 54% rate it as effective or very effective at providing a single point of access to career development information. Thirty-two percent of civilian leaders rate ACT neither effective nor ineffective, while 13% rate it ineffective. Ratings for the effectiveness of ACT are consistent with those observed in 2011.

Army Training Network

The Army Training Network (ATN) is a web-based portal of digital tools, and serves as the Army's single source for training management processes. Through ATN, Army leaders collaborate and share the most current training management doctrine, processes, and products. The portal relies on direct input from users to provide ATN the latest in training management best practices from the field. A few of the major features on ATN include:

- A data-based version of Army Doctrinal Publication (ADP) 7-0 (Training Units and Developing Leaders) that includes links to additional resources that expand and clarify the content of the manual in an easy to navigate format.
- Unit Training Management (UTM), that provides step-by-step guidance on how to plan, prepare, execute and assess Army training management. The content of ADP 7-0 and UTM are inextricably linked.
- A database of unit training products (e.g., training briefs, SOPs, checklists) for unit leaders to access and utilize as needed.
- Numerous collaborative tools that enable leaders to provide input on ATN content and share ideas across the Army training communities of practice.
- Mobility through ATN2GO, a digital application that makes training management features from the portal accessible through Soldiers' mobile devices (Army Training Network information paper, 2012).

The 2012 CASAL found that nearly one-fourth of civilian leaders (23%) have accessed and used the ATN, while 40% have heard of it but have never used it. Ratings for the ATN's effectiveness in providing civilian leaders with relevant resources are moderately favorable. Of civilian leaders who have accessed and used the portal, about two-thirds (68%) rate ATN effective at providing resources for planning and executing self development. Smaller percentages of civilian leaders rate ATN effective at providing resources for planning and executing unit training (58%) and unit leader development (54%).

Army 360/MSAF

The Army 360/MSAF program provides uniformed and civilian leaders a validated 360-degree approach to garnering feedback from superiors, peers, and subordinates, and comparing that feedback to the leader's self-assessment on a variety of leadership behaviors based on the Army Leadership Requirements Model (ADRP 6-22). One of the major goals of the program is to increase leaders' self-awareness of their abilities and to help them improve their leadership. A few of the major features of the program include: individual and unit-level feedback reports; confidential and anonymous feedback from others; developmental resources accessible online; no cost to the user (other than time); and dedicated support staff. Additionally, the program is complemented by a professional coaching component whereby participants interact with an Army coach (in person, via telephone, or via e-mail) to receive assistance in interpreting their feedback report; in creating an individual development plan (IDP); and suggestions on resources and activities for developing their leadership skills.

CASAL captured favorable ratings for the perceived effectiveness of the Army 360/MSAF program. Of civilian leaders who reported having participated in the program (n = 308), 77% rate the program effective or very effective for making them more aware of their strengths and developmental needs. This is notably more favorable than ratings by uniformed leaders in the active and reserve components (58% and 69%, respectively). Only 8% of civilian leaders rate the program ineffective for increasing their self-awareness. Additionally, two-thirds of civilian leader Army 360/MSAF participants (67%) rate the program effective at improving their leadership capabilities (compared to 46% of AC leaders and 54% in the RC). Only 10% of civilian leaders rate the program ineffective in doing so.

Virtual Improvement Center

An important component of the Army 360/MSAF program is the Virtual Improvement Center (VIC), a web-based portal accessible through the MSAF website that offers resources for self development. The VIC enables leaders to target specific developmental needs (that are identified through their feedback interpretation) through the use of digital resources for development. Resources include videos, digital handbooks, training aides, and most notably, simulations and interactive media instruction (IMI) tailored to the Army Leadership Requirements Model (ADP 6-22).

2012 CASAL results show that awareness and usage of the VIC is very low among civilian leaders. Three percent of civilian leaders report having accessed and used the VIC, while one-

fourth (25%) have heard of it but have not accessed it. Of the small number of civilian leader CASAL participants who report having accessed and used the VIC (n = 36), most (78%) rate it as effective or very effective for improving their leadership capabilities. These findings show there is great opportunity to increase awareness and usage of the VIC among civilian leaders.

Summary of Civilian Leader Development

Civilian leaders favor the development they receive through work experience, followed by self development and institutional education. Specifically, opportunities to lead others and to train on-the-job are reported to have had a large impact on the development of a majority of civilian leaders. Eleven percent of civilian leaders report having attended a resident CES course in the past three years, and most of those who have view the impact of formal Army education as being small or moderate compared to other methods of development.

The development that occurs between civilian supervisors and subordinates continues to show room for improvement. Most civilian leaders report receiving performance counseling at least annually but the impact is generally small. Less formal developmental interactions occur more frequently for some, but could increase for others. Nearly two-thirds of civilian leaders report their immediate superior takes time to talk with them about how they are doing in their work, but only half indicate their superior talks with them about how they could improve their duty performance and less than half discuss with subordinates how to prepare for future assignments.

Civilians generally hold favorable perceptions toward Civilian Education System (CES). All courses, from the Foundation Course to the Advanced Course, continue to meet or exceed the expectations of the civilians who attend. The overall quality of the education received is rated favorably and agreement is high that course content is up to date with the current operating environment. Ratings show that courses conducted via distributed learning are less often viewed as sufficiently challenging, and are less focused on helping students become aware of their leadership strengths and weaknesses and being able to apply what is taught. When courses fall short of expectations, it is because information is not new to the learner, content is not relevant to the learner's job, or a general lack of rigor or challenge.

Civilian leader usage of online development resources such as Civilian Career Maps and Army Career Tracker has increased since 2011. The MSAF program offers a readily-available tool to increase civilian leader self-awareness, but both the assessment and feedback aspect and the leader development resources available through the Virtual Improvement Center are being underutilized.

4. The Army Profession

The Army Profession Campaign[17] is an initiative designed to engage Soldiers and Army Civilians by establishing a framework and common language to inspire a dialogue around strengthening the Army profession. The campaign is centered on promoting in Army leaders, the development of five essential characteristics of the profession: Trust, Military Expertise, Esprit de Corps, Honorable Service, and Stewardship of the Profession. The campaign also works to maintain the profession's expert knowledge, unique culture, identity and ethics. The 2012 CASAL contributes to the understanding of the Army as a profession through assessment of Army civilian leader awareness of and engagement in the Army Profession Campaign and attitudes about characteristics and concepts related to the Army Profession.

<u>Attitudes about the Army as a Profession</u>

Civilian leaders generally hold a belief that the Army is a profession. A large majority of civilian leaders agree with the statements 'the Army absolutely is a profession' (88%) and 'it is important to me that I am referred to as a professional' (82%). In comparison, very small percentages of civilian leaders indicate disagreement with these statements (2% to 4%). Additionally, about two-thirds of civilian leaders (69%) agree with the statement 'it is important to me that the Army is referred to as a profession,' while one-fourth (25%) neither agree nor disagree.

CASAL findings also indicate that a majority of civilian leaders do not agree that being a member of the Army (alone) constitutes being a professional. Said another way, there is more to being an Army professional than being employed by the force. Half of civilian leaders (50%) disagree that 'all members of the Army are professionals' and that 'everyone who has completed initial training is an Army professional.' The levels of agreement to these statements are presented in Figure 21.

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[17] The campaign transitioned to a CY13 training and education program called America's Army – Our Profession. The preparation for the CY13 program had just started at the time CASAL data collection began in October 2012.

Figure 21. Civilian Leader Attitudes about the Army as a Profession.
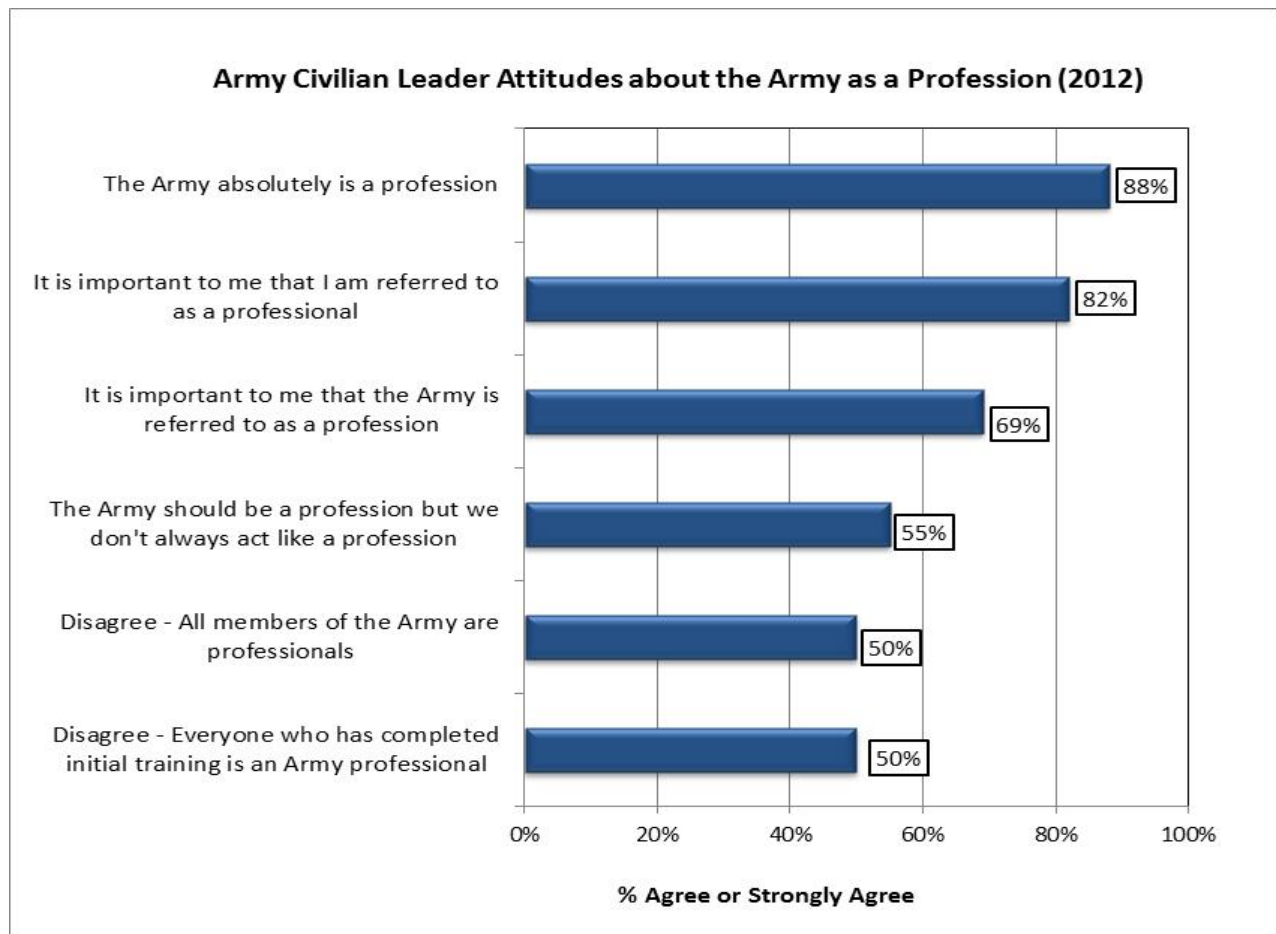
Engagement in the Army Profession Campaign

One challenge for the Army Profession Campaign is that awareness of the initiative is still growing. One-third of civilian leaders (33%) indicate they are aware of the initiative. Those that report they have heard of the Army Profession campaign became aware through various sources, including official Army communications (e.g., "Stand To" messages) (50%), through their chain-of-command (41%), and informally from colleagues (21%). Additionally, only a small percentage of civilian leaders (7%) indicate their organization has sponsored or conducted training on the Army profession, although 42% did not know or were not sure if this had been done. For those indicating that training had been sponsored or conducted in their organization, civilian leaders identified that training was typically briefed or presented in a meeting or speech on the Army profession (18%) or was incorporated into other training events (9%) or professional development forum (11%). The specific topics addressed through these various presentations and sessions typically included discussion on the importance of Stewardship of

the Army Profession (12%), discussions on the Profession at Arms campaign (5%), and dialogue on Honorable Service and the Army Ethic (4%).

When asked about whether they had used Army Profession materials available from the Center for the Army Profession and Ethic (CAPE), 7% of civilian leaders indicated they had. Of those that had used CAPE materials, the most commonly cited materials used were training support packages (63%), videos or written case studies (29%), and video simulations (25%). Fewer civilian leaders reported having utilized the Master Army Profession and Ethic Trainer (20%). Taken together, these results show that the various CAPE materials are being used by less than 1% of civilian leaders. While the reported usage of CAPE products by civilian leaders is scarce, more than three-fourths (79%) of those who have used them indicated the materials were effective or very effective in helping to achieve training objectives.

<u>Essential Characteristics and Concepts of the Army Profession</u>

Civilian leaders report low to moderate levels of understanding of the essential characteristics of the Army profession (i.e., Trust, Military Expertise, Esprit de Corps, Honorable Service, Stewardship). Just over half of civilian leaders believe they could either teach these characteristics to others (32%) or that they have a basic understanding of them (24%). More than one-third of civilian leaders indicated they had no basis to assess this question (38%) while a very small percentage indicated they were still trying to make sense of the essential characteristics (2%). More favorably, civilian leader attitudes indicate the essential characteristics of the Army profession are in fact valuable in helping the Army meet current and future challenges, as three-fourths of civilian leaders (75%) rate them as being considerably or extremely valuable for this purpose.

A current and future challenge related to these characteristics is the Army's effectiveness in certifying and assessing leaders. Only about half of civilian leaders rate the Army effective or very effective in the following:
- Certifying an individual's *competence* (ability to perform assigned duties to standard) – 52%
- Assessing an individual's *commitment* (resolve to serve the Army and the Nation) – 48%
- Assessing an individual's *character* (adherence to Army Values and in accordance with the law) – 47%

Overall, about one-fourth of civilian leaders rate the Army ineffective or very ineffective in these three areas.

Practices, Procedures and Programs integrating Army Profession Concepts

Additionally, 8% of civilian leaders indicated their organization had implemented new practices, procedures or programs integrating Army Profession concepts, while half did not know (50%). Of those responding positively, mandatory training and team-building events (9%) and professional development sessions (6%) were prominently cited methods of delivery. The purpose and nature of these new practices and programs commonly included resiliency training (4%), stewardship of the profession (4%), and trust (3%).Of this small subset of civilian leaders, about one-third (33%) indicated Army Profession-inspired practices, procedures, or programs had a 'large or great' impact on their organization, while another third (32%) indicated they had a moderate impact.

Conclusion

The quality of leadership among Army civilian leaders is moderate to strong, and appears to be relatively stable over the last four years. Civilian leaders get results, prepare themselves, make good decisions about the resources they manage, and demonstrate all the leader attributes, specifically confidence and composure, technical knowledge, the Army values, and self-discipline. Army civilians are committed to their teams and immediate work groups, and view the Army as a profession and see themselves as professionals in their roles.

The working environment is generally conducive to civilian leaders' ability to complete their tasks and missions. Most civilian leaders are satisfied with the freedom or latitude they have to perform their work, are confident their organizations can perform their missions, and show trust in their immediate superior. However, stress from high workload continues to be a serious problem for one in three civilian leaders, and perceptions about the degree of information flow and level of trust among members of the organization show room for improvement. On top of these challenges, it is not yet known what long-term effects the current climate of fiscal uncertainty in the federal government will have on the civilian workforce, though morale and perceived reciprocal commitment from the Army appear to be affected in the near term. As these factors show strong associations with civilian leaders' perceptions of their immediate superior's effectiveness as a leader, the Army must focus on ensuring that civilian leaders (at all levels) are prepared to demonstrate sound leadership.

Several aspects of civilian leader development show room for improvement. First, developing subordinate leaders is an area for continued focus, and improvement should target several considerations. Civilian leaders fall below a two-thirds favorability threshold in setting an environment for development to occur, specifically in creating a climate that supports learning. From there, developmental interactions between superior and subordinate, while occurring for some, need to occur or occur more frequently for others. By their nature, standard performance counseling and annual performance reviews occur too infrequently to support the leader development that is needed. Increased day-to-day interactions in which leaders talk with their subordinates about how they are doing in their work, how they can improve their job performance, and how they can prepare for future roles, will benefit the ongoing development of civilian leaders.

The nature of civilian hiring of fully qualified employees and limited opportunities to assume positions of greater responsibility may be driving some of these low ratings on leader development. While uniformed leaders are developed and advance (or depart) in an "up or out" system, most Army civilians are hired qualified for a specific job. It stands to reason that a

leader perfect in all skills does not exist and all leaders have leadership skills that can be improved. Tools like the Army Career Tracker and Civilian Career Maps have recently been introduced and address civilian leader development from a career development angle, and the level of awareness and use of these new systems is growing. The Multi-Source Assessment and Feedback (MSAF) program targets Army leader development by increasing self-awareness through feedback and development planning. Users of MSAF rate it favorably, but it is currently underutilized by the civilian cohort.

Operational work experience and self development continue to be viewed as effective and favored ways civilian leaders prepare for new levels of leadership and responsibility, followed by institutional education. CES courses are meeting or exceeding the expectations of most civilians who attend, though results show that the contribution of these courses in preparing leaders could improve. Less than two-thirds of recent CES graduates, from the Foundation Course up to the Advanced Course, rate the course effective at improving their leadership capabilities and at preparing them to develop subordinate leaders. Courses conducted entirely via DL are rated the lowest in these two areas, and are further marked by low agreement that they increase learners' awareness of their leadership strengths and weaknesses and that they pose sufficient challenge to the learners.

Considerations for Improvement

The *2012 CASAL Report of Main Findings* proposed several recommendations for improving leadership and leader development in the Army. Several of the considerations apply to the improvement of civilian leadership and leader development, and are summarized here.

The Army would benefit from increased emphasis on leadership, specifically a focus on learnable leadership skills. A review of Army education learning objectives and content should be conducted to ensure coverage of leadership skills such as delegation and empowerment, trust, team-building, shared understanding or sense-making, and skills that address the contemporary operating environment including indirect influence, broad approaches to negotiation and extending influence, restoring a developmental focus in units, and addressing negative leadership. The emphasis on leadership skills should be addressed through increased coverage of these topics in formal Army education and reinforced through making a greater number and variety (e.g., multi-media formats) of self-development materials and unit professional development materials available.

As several cohorts of leaders showed room for improvement in building trust, it is important that Army education effectively prepare leaders to do this well. Four factors cited by experts that relate to a leader's ability to demonstrate trustworthiness and to build trust with others are communication, competence, caring and character. Army course curricula should integrate content related to these factors, along with information on the broad organizational benefits of unit trust and on problems that occur when trust is low.

Several resident and DL courses show room for improvement in the level of rigor or challenge they pose to learners. It is recommended that Army schools conduct an internal review to evaluate the current level of challenge and identify ways that course activities and activity assessments can separate high performing from low performing students. Additionally, courses should place increased emphasis on the inclusion of advanced learning principles for deep learning, such as experience-based learning, frequent feedback, maintaining learner motivation, maintaining learner attention, making learning active, and implementing a learner-centric approach.

Leaders consistently rate their experiential learning opportunities as effective, but would further benefit from experience if they were prepared to approach experiential learning with purpose and as an explicit activity. The Army should develop course curriculum that addresses ways leaders maximize learning on-the-job. Self-reflection or a 'personal after action review' is

one method whereby leaders can learn more from their experiences by spending time thinking about them.

Aside from these considerations, the following points identify ways the Army can take actionable steps to improve the quality of civilian leadership, leader development, and the effectiveness of its workforce.

1. **Increase emphasis on preparing civilian leaders to develop their subordinates.** The core leader competency *Develops Others* has consistently been rated lowest for civilian (and uniformed) leaders. Developmental interactions between civilian leaders and their followers are not occurring at an optimal frequency or level of quality to meet leader development needs. Therefore, increased civilian preparation and training to effectively develop subordinates through improving their job performance, enhancing job fulfillment, and encouraging subordinates to engage in lifelong learning is warranted. Whereas uniformed leader development is focused on having competent leaders to assign to positions of greater responsibility, Army civilian leader development can focus on rounding out and deepening leaders' skills for their current positions. More complete leaders also means the Army will have higher qualified candidates within the pool of Army civilians to compete for more senior positions. Frequent and deliberate day-to-day interactions between leaders and their subordinates on work tasks and duty performance are more impactful than annual counseling sessions. Another way civilian leaders can increase their subordinate's knowledge and engagement is through identifying or creating opportunities for work variety and challenges, including temporary or rotating assignments, cross-training, or other broadening experiences that stretch the subordinate's exposure to work performed in their own or other organizations.

   In the institutional education domain, CES courses should be inclusive of content that emphasizes leadership skills geared toward developing others. Training on these areas should also occur outside CES through means that are readily available to all civilian leaders. The Virtual Improvement Center (VIC) is an online resource that addresses this education and training need but is currently underutilized by civilians. The VIC includes comprehensive offerings of leadership topic areas and materials and does not require registration or approval (like CES). An example of a resource that can benefit civilian leaders is the Leader Development Improvement Guide (LDIG; available online) which offers activity suggestions to improve all leader competencies. Specifically, a civilian leader could reference how to improve their skills in facilitating the ongoing development of others through various actions that involve study, seeking feedback, and practicing developmental behaviors.

2. **Increase coverage of leadership content in the Supervisor Development Course.** The current Supervisor Development Course (SDC) is a 39 hour course conducted via DL and is the most frequently completed among CES offerings. The SDC is mandatory for all newly appointed supervisors of civilian employees and is required as a refresher course every three years. Current course modules include workforce management, performance management, labor and employee relations, supervising a diverse workforce, and leading change. Given the SDC has the highest visibility among civilians with direct oversight of other civilians, there should be greater emphasis on leadership topics to balance content on management. Civilian supervisors lead people and they manage processes. Leading people requires that they be prepared to effectively influence their teams, build trust, create positive working environments, develop teams (including mitigating conflict), influence employee engagement, and develop subordinates. Without extending the current length of the DL course, reduce existing coverage on personnel management topics that are primarily handled by specialists and increase coverage on leadership to include the considerations previously mentioned.

3. **Prepare managers and supervisors to identify and address excessive workload demands.** One in three civilian leaders report stress from high workload is a serious problem while more than half report it is a moderate problem. Results show these perceptions are relatively unchanged over the past four years. The greatest effects of this stress are perceived to impact civilian leader well-being, and to a lesser extent motivation and work quality. Excessive, unconstrained work and a predisposition to take on new work without consideration of opportunity costs increase the strain on organizations, teams, leaders and employees. These challenges are further exacerbated by the current fiscal environment as organizations compete for diminishing resources and to remain relevant. Organizations with high workloads respond by fostering work climates that are accepting and encouraging of employees seeking help for stress-related issues, and CASAL findings show recent improvement in this regard. However, as civilian managers and supervisors are leaders of people, they must be trained and prepared to both monitor their followers for capacity to perform work and to provide a supportive work environment through the use of upward influence.

   One way to address the symptoms of high workloads is by preparing civilian managers and supervisors to help their subordinates cope with intense workloads and stress. Managers and supervisors should be trained to identify stressors in the workplace (specifically workload) and to respond by engaging their team members in meaningful discussions about their capacity for work and the effects on individuals and on the team. Training should address how to assess the distribution of work, prioritize work requirements for followers,

set and/or negotiate timelines, and mitigate any adverse factors that are within their control.

Civilian managers and supervisors must also be prepared to engage in upward influence to address the cause of excessive workload demands and the stress that results. Army leadership doctrine (ADRP 6-22) establishes requirements that can mitigate subordinate workload stress such as prioritizing taskings, deconflicting work assignments, providing the necessary resources to accomplish missions, and protecting their organization from unnecessary taskings and distractions. Training should prepare civilian leaders to identify indicators of excessive workload, to calculate and show the cost-benefit of adding new work (at the expense of ceasing existing good work), and to influence leaders above their level by discussing trade-offs and priorities of work, and as necessary, protecting those they lead from excessive demands.

4. **Increase self-awareness of civilian leaders' leadership skills.** The Army Multi-Source Assessment and Feedback (MSAF) program is a leader development tool designed to increase self-awareness of leadership strengths and weaknesses through confidential assessment and feedback. MSAF participation benefits the Army at both individual and organizational levels. While leaders receive personalized feedback to guide their development, senior leaders can receive tailored aggregate results upon completion of an organization-level event. MSAF is now a requirement for all Army leaders, though it has been underutilized by Army civilians. CASAL findings show that more than one-third of managers (37%) and half of supervisors (50%) are not familiar with MSAF. Organizational assessments should be conducted (per AR 350-1) but are not occurring very frequently. In addition to the assessment and feedback mechanism, MSAF offers a virtual coaching component to help leaders understand their feedback report and create an individual development plan (IDP). Additional development resources are available through the Virtual Improvement Center (VIC), an online portal that hosts a collection of leader development materials including Army e-Learning modules and other trainings linked to improving competencies within the Army Leadership Requirements Model. The MSAF program can assist any leader seeking to self develop, and there are key times when civilians may uniquely benefit from this feedback. Civilian participation in MSAF should be encouraged particularly during transitions into new positions and/or higher levels of responsibility, to coincide with CES course attendance, and to promote a positive organizational climate.

5. **Assess the current framework and course offerings within the Civilian Education System (CES)**. Results show that while courses tend to be meeting the expectations of most civilians, the impact on civilian leader development shows room for improvement, as does

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the utilization by the graduate's organization of leadership skills they learned in the course. An effort is being conducted by the Combined Arms Center to review and revise CES curriculum to synchronize it with guiding principles and Army doctrine. In 2008, the Center for Army Leadership (CAL) conducted a study to determine what officers and warrant officers want with regards to education and training, and what trade-offs they were willing to make (Riley, Hatfield, Keller-Glaze, Fallesen, & Karrasch, 2008). Consider collecting and incorporating similar feedback from Army civilian leaders: to further assess the effectiveness of current course offerings in the CES; to identify education and training gaps that exist; and to determine how the Army can more effectively serve the ongoing education, training, and leader development needs of the civilian workforce. The framework needs to account for Army civilian employment and development policies and practices that differ from those of uniformed leaders.

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